

LAND USE PLAN

THE SAINT PAUL COMPREHENSIVE PLAN



Adopted by the Saint Paul City Council subject to review, March 3, 1999
Approved by the Metropolitan Council of the Twin Cities as part of the revised Saint Paul Comprehensive Plan February 10, 2000
Re-adopted by the Saint Paul City Council February 6, 2002



CITY OF SAINT PAUL
DEPARTMENT OF PLANNING AND
ECONOMIC DEVELOPMENT

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1.0 Land Use Action Agenda (Summary)

The Saint Paul Land Use Plan is the “floor plan” for the city. It designates where housing, businesses, offices, industries, and parks should be located and provides policies to guide redevelopment decisions. The purposes of the Land Use Plan are to encourage private investment in the city and to guide public investment within a framework that enhances existing communities and the natural environment.

The Land Use Plan is one of the chapters of the Saint Paul Comprehensive Plan. Other citywide chapters deal with Housing, Transportation, Parks and Recreation, Libraries, Water Management, Sewers, and the River Corridor. Many neighborhoods also have plans which have been approved previously by the Planning Commission and the City Council.

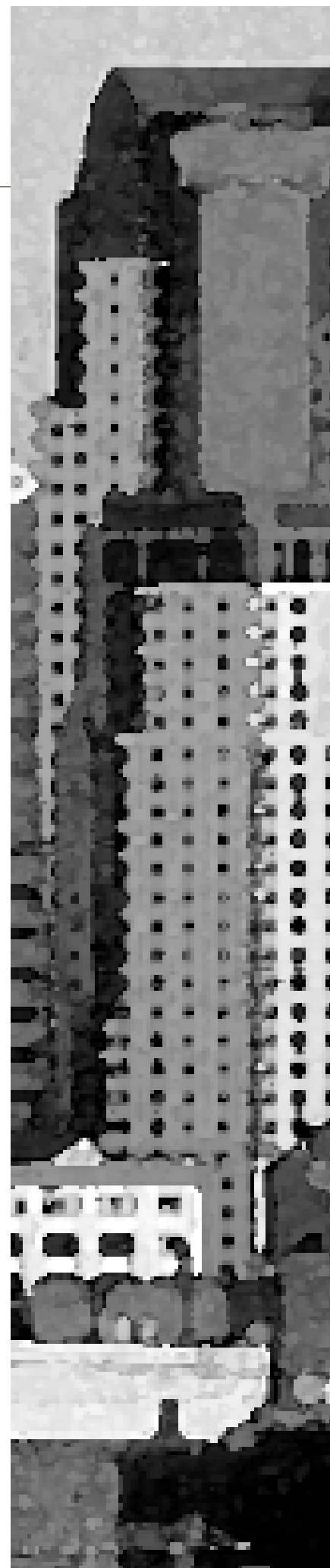
Change in the city is continuous; there are small changes in stable neighborhoods and large changes in redevelopment areas. This plan puts most of its emphasis on areas where redevelopment is happening or should happen during the next ten or twenty years. But it also recommends the urban village concept as a goal for smaller changes within fully developed neighborhoods.

During the next decade the city has an opportunity to grow by building new housing. With the metropolitan region growing and baby boomers becoming empty nesters, there is a market for downtown and townhouse living. Saint Paul’s goal is to build 400 new housing units per year and to add 9,000 households in the city between 1990 and 2020—7,000 additional households between 2000 and 2020.

The 1990s have seen more economic growth in the city than housing growth. The goal of the Comprehensive Plan is to achieve 35,000 net additional jobs between 1990 and 2020 or 22,000 jobs over the 2000 level. This is double the Metropolitan Council’s job growth projection for Saint Paul.

Strategy 1: A Vital City Center

- ◆ Downtown should continue to be the “capital” of the East Metro area, a center of business, government, culture, entertainment, and hotels.
- ◆ Downtown, including the Capitol Area and the central riverfront, will grow by roughly 9,000 more jobs and 3,000 more housing units by 2020.



- ◆ The Land Use Plan affirms the policies of the *Saint Paul on the Mississippi Development Framework*, which is the downtown and river-front plan completed in 1997. Key policies that reflect *Framework* conclusions include: building new urban villages, improving public spaces beginning with Wabasha Street, and designing buildings to meet the sidewalk and promote public life on downtown streets.

Strategy 2: Neighborhoods as Urban Villages

- ◆ The city is composed of neighborhoods. Each neighborhood should have a range of housing types suitable for people at all stages of life and a range of housing prices. Each neighborhood needs to have a successful niche in the housing market so that home values rise parallel to increases in the metropolitan housing market.
- ◆ Having transportation alternatives to the automobile is an important benefit of city living. Saint Paul neighborhoods should be accessible for pedestrians, bicyclists, and transit riders. New housing and more jobs should be located along the University Avenue and West Seventh Street Corridors, which are the two highest priority public transportation corridors in the city.
- ◆ Neighborhood commercial strips built during the streetcar era should be preserved and retain their pedestrian-oriented design. Commercial buildings should be located along the sidewalk. In these areas the Zoning Code should no longer allow parking lots in front of new buildings, except for gas stations.
- ◆ 4,500 new housing units need to be built outside of the downtown area by 2020. (Assuming 1,500 units will be demolished, the net growth will be 3,000 units.) The Planning Commission will ask neighborhood organizations to help plan where this housing can be developed throughout the city.

Strategy 3: Corridors for Growth

- ◆ In addition to downtown, redevelopment efforts over the next 20 years should focus on five corridors: the River Corridor; University Avenue and the Midway; the Phalen Corridor; the West Seventh Corridor; the Great Northern (Como) Corridor. These corridors include many large redevelopment sites that can be linked together and can provide new economic vitality to the neighborhoods near them and to the city as a whole. They provide good opportunity for linking new housing, jobs and transportation.

Figure 3A:
Five Corridors
for Growth

PostScript Picture
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- ◆ Neighborhood bus lines with high levels of service will be a focus for smaller scale, infill redevelopment. New urban housing near bus service will help support transportation alternatives and neighborhood business centers. Cooperation from the Metropolitan Council and Metro Transit is necessary to accomplish this goal.
- ◆ Cleaning up and redeveloping brownfields (polluted industrial sites) is a high priority for the city. Significant public funding is necessary to level the playing field between these sites and suburban greenfields. Regional, state, and federal assistance is necessary to accomplish this important task.

Strategy 4: Environmental Stewardship

- ◆ In the River Corridor, the City recognizes that there will be a shift away from industry and toward recreation, housing, and mixed use. The river will continue to be a working river and industries, especially river-dependent industries, will continue to be located along segments of Shepard Road and downstream from the Robert Street bridge.

These corridors include many large redevelopment sites that can be linked together and can provide new economic vitality to the city.

- ◆ The city's natural topography relates most of the city to the river. Bluffs, ravines, and wetlands should be protected and enhanced as urban amenities.
- ◆ The City supports the green corridors project of the state DNR, which plans to fund the restoration and protection of land with native habitats and to connect them with parks and trails. In Saint Paul, the river valley and the Troutbrook Reach are parts of the DNR plan.

Implementation

- ◆ Neighborhood planning is essential to refine and implement citywide land use policies. But with dozens of existing full-length neighborhood plans, the City's Comprehensive Plan has become unmanageable and difficult to understand. In the future, the City Council, on recommendation from the Planning Commission, will adopt summaries of neighborhood (or other sub-area) plans that highlight decisions appropriate to City development policy. When neighborhood plans are adopted, discrepancies between adopted citywide plans and neighborhood plans must be reconciled so that the Comprehensive Plan is internally consistent.
- ◆ As soon as this plan is adopted, the City will undertake revision of the Zoning Code to make its maps and regulations consistent with the plan. There will be public participation in the zoning revisions.
- ◆ Public investments are needed to initiate major land use changes. The Land Use Plan contains a list of capital budget investments for redevelopment projects and neighborhood revitalization activities. Intergovernmental funding is needed for pollution clean-up, public transit, housing, redevelopment and major infrastructure costs.
- ◆ Urban design concepts need to be effectively applied to development projects in the city. The Saint Paul Design Center has recently been established through the collaboration of a number of organizations. Its mission can be advanced through utilization of this Land Use Plan as well as through public education, neighborhood planning, and design guidelines or regulations.

2.0 Introduction

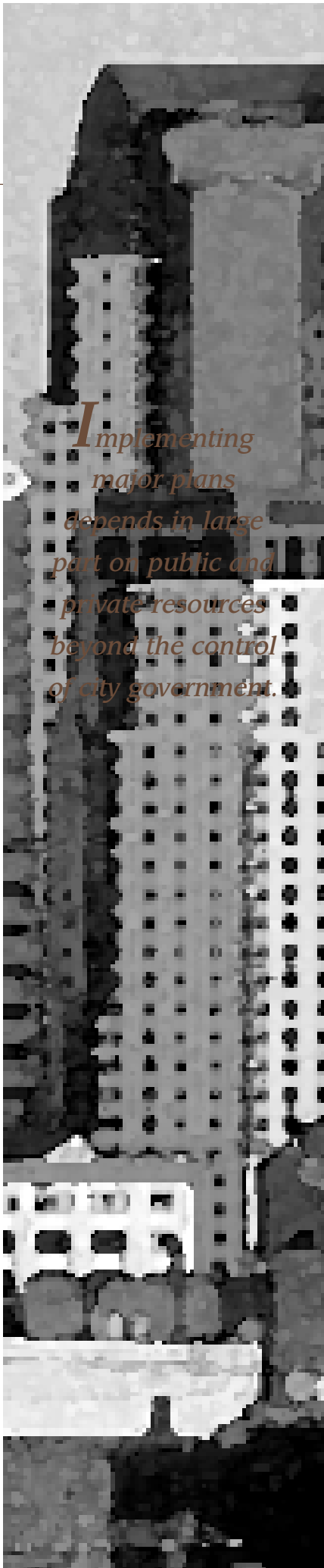
2.1 Saint Paul Land Use Plan and the Metropolitan Land Planning Process

The Land Use Plan is the city's "floor plan" for development. There are many major development concepts and neighborhood improvement strategies taking form in Saint Paul. Some examples are the *Saint Paul on the Mississippi Development Framework*, the Phalen Corridor Initiative, planning for the Riverview (West Seventh), University Avenue, and Great Northern transit corridors and for Ayd Mill Road, and neighborhood plans for the West Side, Dayton's Bluff, Selby Avenue, and Hamline-Midway. How well do all of these concepts and plans fit together? The Saint Paul Land Use Plan and the other chapters of the Comprehensive Plan try to ensure that the whole will be greater than the sum of the parts.

Saint Paul is not an island. Implementing major plans depends in large part on public and private resources beyond the control of city government. The Regional Blueprint of the Metropolitan Council makes revitalization of the central cities and older suburbs a top priority. In Saint Paul half the housing units and much of the infrastructure were built before World War II. Like other older American cities, Saint Paul needs supportive policies and programs from higher levels that affect broader real estate markets and private location decisions to foster reinvestment and redevelopment and to implement regional policy.

The current round of planning provides an opportunity for reinvestment in older parts of the metropolitan area. State law required all Twin Cities municipalities to draft updates to their comprehensive plans by the end of 1998. Saint Paul's last citywide Land Use Plan was written in 1980 and has not been updated, although many neighborhood plans have been developed since then. With this new Land Use Plan and other current revisions, Saint Paul's Comprehensive Plan is part of an up-to-date regional growth management strategy that has strengthening the urban core as one of its basic goals.

Many land use recommendations are implemented through zoning. Recent changes in Minnesota law require that zoning be consistent with municipal land use plans. Therefore, this Land Use Plan will carry more legal clout than the 1980 Land Use Plan carried and the City will have to keep the Comprehensive Plan up-to-date.



Implementing major plans depends in large part on public and private resources beyond the control of city government.

2.2 Purpose of the Land Use Plan

The general purposes of the Saint Paul Land Use Plan are:

1. To set a framework for preserving and enhancing existing communities, commercial and industrial districts, and the natural environment, and to ensure that this framework is supported by transportation and other Comprehensive Plan policy.
2. To encourage private investment.
3. To guide public investments in urban preservation, revitalization, and redevelopment.
4. To stimulate and coordinate actions among private, nonprofit, and public development organizations and provide a framework for community stakeholders.
5. To outline governmental actions that will help meet the needs of people for land for housing, employment, business opportunity, recreation, education, and other uses.

More specific purposes of the Saint Paul Land Use Plan are:

- ◆ To support the Comprehensive Plan themes of providing for growth, enhancing the quality of place, and supporting community well-being.
- ◆ To identify the major redevelopment and revitalization opportunities in the city and establish criteria for evaluating them.
- ◆ To provide land use themes and guides that community groups can use in their planning and that the Planning Commission can use in reviewing neighborhood plans and proposed development.
- ◆ To promote a balance of land uses in the city to strengthen the city's tax base.
- ◆ To encourage and assist real estate developers to make investments in Saint Paul at a time when government subsidies for urban reinvestment are constrained.
- ◆ To inter-relate land use and transportation to minimize traffic congestion and to reduce dependence on automobiles.
- ◆ To take advantage of anticipated regional growth by attracting a significant share of residential, commercial, and industrial development to Saint Paul.
- ◆ To take advantage of regional and national trends in urban development, such as brownfield reclamation, mixed use, traditional neighborhood design, and ecological development patterns.

2.3 Time Frame

The broad horizon for this plan is 2020, consistent with the Metropolitan Council's projections for population, households, and employment. By state law, the plan will need to be updated at least every ten years, but more frequent amendment will be required if the plan is to keep pace with changes that cannot be predicted.

2.4 Land Use Plan Strategies

Strategy 1: A Vital City Center

Downtown Saint Paul, including the riverfront and the Capitol Area, will continue to be the primary center of the East Metro area, and should be a well-rounded downtown where people live, work and shop and enjoy cultural and recreational opportunities.

Strategy 2: Neighborhoods as Urban Villages

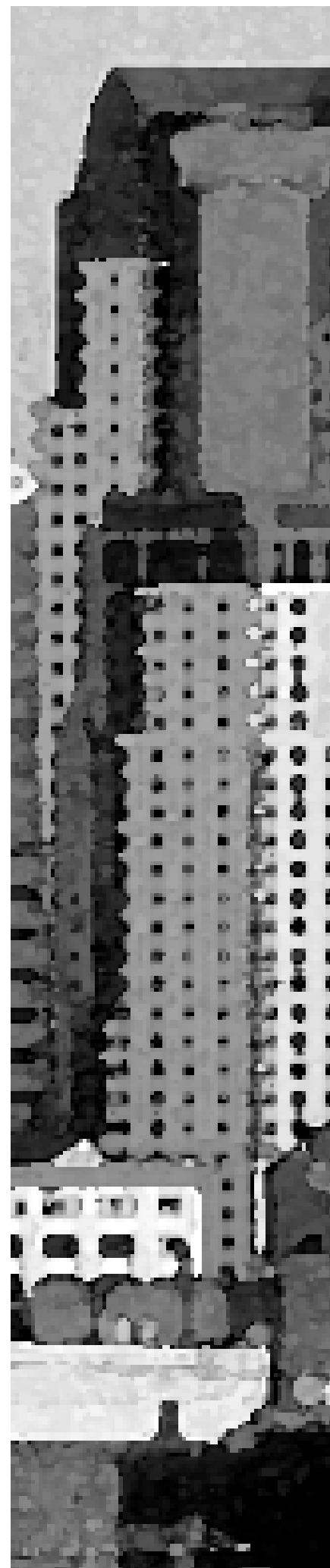
Saint Paul will continue to be a city of diverse neighborhoods. Each will be a good place to live and raise a family and invest in a house. Each will have housing suitable for people at different stages of life and with different incomes. Traditional neighborhood design will be maintained because it supports healthy community life.

Strategy 3: Corridors for Growth

Redevelopment opportunities are often linked to changes in transportation systems. Old land use patterns are changing along the river and the railroad corridors. Land use patterns in the city are still adjusting to the freeway system. Efforts to increase public transportation ridership will also present redevelopment opportunities. Redevelopment should be focused on transportation corridors.

Strategy 4: Environmental Stewardship

Saint Paul is reclaiming its river heritage. By 2020, most of the river valley will be green and the river park system will be more fully developed. Industry will also remain in several areas of the River Corridor. Most neighborhoods will be connected to the river by trails and natural landscaping along ravine edges. The city's air, water, and soils should all be cleaner.



3.0 The Setting

EXISTING LAND USE, SUMMARY

Type of Land Use	Percent
Residential	35
Commercial	4
Industrial	13
Parks and Open Space	14
Public and Institutional	8
Rivers Lakes, Wetlands	10
Environmental Protection	8
Vacant	5

Source: 1988 land use survey by PED, updated.

3.1 Existing Land Use

Saint Paul is about 56 square miles in size. One third of the land area is in residential use, and of that, 87 percent is occupied by single family homes and duplexes. A summary of land use by major category is shown to the left. A more complete breakdown is included in Appendix B.

Most land uses in Saint Paul will not change. They're built and they're going to stay. The question is whether they will be viable and healthy. The challenge for both public and private leaders is to guide the city and the region so that the private market for existing buildings and neighborhoods remains (or becomes) strong and people reinvest in Saint Paul.

Between 1990 and 2020, approximately five percent of the land in the city will be redeveloped. Since this five percent is the land most likely to be used differently, it is where the Land Use Plan places the most attention.

Small changes in stable neighborhoods are also very important for the preservation of the city. Change is continuous in all parts of the city. The urban village theme in the Land Use Plan provides objectives for ongoing, smaller changes in stable neighborhoods.

3.2 Land Use Trends and Assumptions

The main trends and assumptions that underlie the recommendations in this Land Use Plan are as follows:

1. Opportunity for growth. From 2000 to 2020 the Twin Cities region is projected to grow and Saint Paul can expect to share in the growth by adding 7,000 households and 22,000 jobs.
2. More transportation options. Although freeways and automobiles will continue to be the primary mode of transportation, there will be increasing reliance on public transportation, bicycling and walking.
3. Competitive advantages of a central city. Downtown and older city neighborhoods have a sense of place and history that is special in a region where suburbs predominate. Large infrastructure investments are

already in place and have additional capacity. The mixture of people and businesses and housing types and architectural styles and parks—all within walking distance—creates market opportunities. The city must remain competitive and retain and attract residents, businesses, and institutions.

4. Building the citywide economic base. Economic development is at least as much an issue of jobs and human capital as it is an issue of real estate development. Redevelopment sites in the city should provide significant numbers of jobs that pay family-supporting wages for skills that fit Saint Paul workers. The Land Use Plan supports economic development in the downtown, the neighborhood retail areas, and industrial districts.
5. Helping the environment. For the health of the planet, how we live in urban settings is just as important as protecting wilderness, forests, and farmlands. The preservation and enhancement of the urban environment is a key ingredient in the region's quality of life.


Appendix A expands on this list, giving 17 trends and assumptions for land use planning in Saint Paul.

Objective 3.3 Equitable Metropolitan Development

The research of the National League of Cities shows that over the years the economic destinies of central cities and their suburbs are interdependent. Metropolitan areas that have tolerated central city decay have a poorer quality of life, which eventually hurts the suburbs' economic attractiveness to national and international investors.

Geographically there is increasing physical distance between rich and poor people across the Twin Cities metropolitan area. The trends of increasing poverty and its physical concentration need to be reversed. To change the trend, the City of Saint Paul and community organizations need to keep working on local improvements. But their efforts, no matter how wise and dedicated, will achieve only partial success unless they are matched by action at higher levels in the public and private sectors.

The tendency of housing markets in this country is for newly built homes on the metropolitan edge to be bigger and more costly than older homes near the center. This tendency has been supported by governmental investment in infrastructure, by tax policies (e.g., the mortgage interest deduction and the use of the local property tax for education), and by the distribution of subsidized housing. These mega-policies in Minnesota and the United



Metropolitan areas that have tolerated central city decay have a poorer quality of life, which eventually hurts the suburbs' economic attractiveness to national and international investors.

States help make central cities in our country different and often less vibrant from central cities in Canada and Europe.

Policies:

- 3.3.1 Saint Paul will support an increase in the number of jobs and housing units in the city, and will try to focus growth along transit corridors, thereby supporting the strategies of the Metropolitan Council's Regional Blueprint.
- 3.3.2 The City will continue to work with the Metro East Development Partnership to foster connections and cooperation between Saint Paul and its suburbs.
- 3.3.3 The City will advocate changes to tax and infrastructure policies at the state and federal levels to enhance the opportunities of the central cities and older suburbs in residential, commercial, and industrial real estate markets.
- 3.3.4 The City should express its interests with regard to how suburban East Metro communities develop. The City supports holding employment centers inside the I-694 beltway, maintaining fairly tight urban growth boundaries, and preserving rural character outside the urban service area. The City opposes the creation of "Edge City" concentrations like the Bloomington strip.
- 3.3.5 The City should express its support and, where appropriate, join in housing programs and projects that contribute to balanced populations (age and income) in communities and neighborhoods throughout the East Metro area.

Objective 3.4 River Landforms

The relationship between the Mississippi River and Saint Paul's development pattern runs through this whole plan—in Section 4.3 about the downtown riverfront; in Section 6.2 about redevelopment opportunities downstream from the downtown; in Section 6.5 about redevelopment opportunities along the West Seventh Street corridor; and in Sections 7.1 and 7.2 about environmental stewardship. During the 1990s, the re-emergence of the river as a key to Saint Paul's identity is seen in the planning and public investment which is setting the stage for new private development.

A side-benefit of the focus on the river is a new appreciation of the city's

landform and how all parts of the city were sculpted by glaciers and the river. Protection of the river corridor and its bluffs will be further addressed in revision of the River Corridor (Critical Area) Plan that will follow adoption of this Land Use Plan.

Policy:

3.4.1 The City will work to protect and enhance the topographic features of the city, such as the bluffs, ravines, hills, overlooks, ponds, and wetlands. The City will promote development that is consistent with enhancing the city's physical setting.

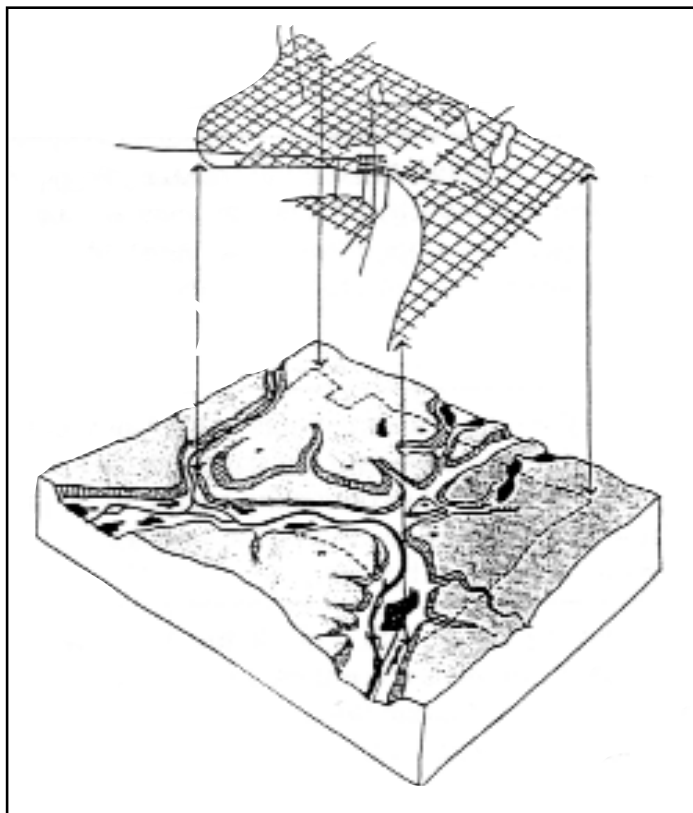


Figure B
**City Landform and
Neighborhoods**

A side-benefit of the focus on the river is a new appreciation of the city's landform and how all parts of the city were sculpted by glaciers and the river.

3.5 Ten Principles for City Development

The recent *Saint Paul on the Mississippi Development Framework*, a planning report for the downtown and central riverfront, contains ten principles that are applicable throughout the city.

Policy:

3.5.1 As development opportunities arise and projects are designed, the City will refer to the Ten Principles for guidance and consistency over time.

TEN PRINCIPLES FOR CITY DEVELOPMENT

1. Evoke a sense of place. Saint Paul has a unique and beautiful natural setting, many exceptional buildings and neighborhoods, and a rich history. These assets will be enhanced.

Examples *Rice Park*
Farmer's Market
Payne Avenue
Highwood neighborhood
Ramsey Hill neighborhood

2. Restore and establish the unique urban ecology. As transportation and industry change, the river and railroad corridors present great opportunities to re-establish a balance between urban and natural systems.

Examples *Improved water quality in river*
Phalen wetlands restoration
Greening of Great River Park
Sewer separation
Native plants movement
Beaver Lake
Sackett Park

3. Invest in the public realm. Streets, sidewalks, parks, and bluff and ravine edges are the stage sets for the public life of the city. As connecting routes, these places contribute to a sense of community and attract investment.

Examples *Residential street paving program*
Wabasha Bridge
Mears Park
Highland Village streetscape

4. Broaden the mix of land uses. In the downtown and neighborhood commercial centers, a mix of land uses creates more vibrant urban life by encouraging people to live, work, and recreate in the city.

Examples *Lowertown*
Grand Avenue
Payne Avenue

5. Improve connectivity. Within neighborhoods and communities, and even citywide, urban life is improved by facilitating movement, access, and connection. Parks, schools, institutions, businesses, and housing should create synergies, but they don't if they are disconnected.

Examples *Selby Bridge rebuilding*
YWCA to Boyd Park
Phalen Boulevard

6. Ensure that buildings support broader city-building goals. Buildings should make a contribution to their neighborhood and the public realm. For example, neighborhood commercial buildings should help to make city sidewalks into good places for pedestrians.

Examples *New Science Hall at St. Thomas*
New Louisiana Café: Selby and Dale
Lloyd's Auto: Grand and Chatsworth
Metro State University
Lawson Software

7. Build on existing strengths. The positive impact of the city's urban development successes can be increased by extending and replicating them. Target investment dollars where positive change is underway.

Examples *Selby is learning from Grand*
Artspace Loft conversions

8. Preserve and enhance heritage resources. Saint Paul has a rich legacy of buildings, landscapes and monuments that define a city rooted in local history. (Figure N on page 32 shows existing, designated historic districts.)

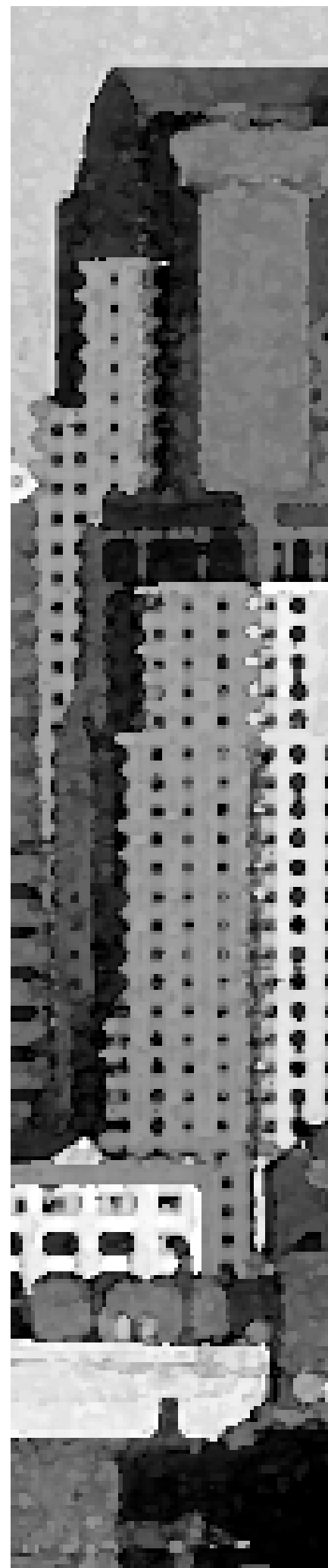
Examples *Irvine Park/Uppertown neighborhood*
Dayton's Bluff Historic District
Twin Cities Bungalow Club
City Hall/Courthouse renovation

9. Provide a balanced network for movement. A balanced network for movement supports travel by car, public transportation, bicycle and foot. Rights-of-way should be designed to be shared, attractive, and safe for all modes of movement. At present the automobile is given such high priority that other forms of transportation are often unattractive.

Examples *Bike paths*
Transit stop improvements
Neighborhood traffic calming projects
Pedestrian amenities on the river

10. Foster public safety. Communities are safe when there are caring people around who watch the streets, alleys, and parking lots. Continuous urban fabric with active uses provides an informal means of surveillance.

Examples *Use of Design for Public Safety report for City's site plan reviews*
Windows on sidewalk such as Children's Museum



4.0 Strategy 1. A Vital, Growing City Center

A number of trends demonstrate and support revitalization of the downtown—declining office vacancy rates, major private construction, public transportation improvements, increasing number of empty nester households, and development of riverfront amenities. In 1998 there is a record-setting amount of construction underway in the downtown. Lowertown is already recognized nationally as a successful model of a downtown urban village. The Metropolitan Council's regional policies now support investment at the urban core.

Objective 4.1 *Saint Paul on the Mississippi Development Framework Implementation*

The *Saint Paul on the Mississippi Development Framework* is a plan for the downtown and central riverfront completed in 1997. It has won both state and national awards.

In 1998 there is a record-setting amount of construction underway in the downtown.

Policy:

4.1.1 The City, together with many downtown partners, will promote the main land use themes of the *Saint Paul on the Mississippi Development Framework*:

- ◆ Re-greening of the downtown river valley (Great River Park concept)
- ◆ Bringing people to the riverbanks and bluff lines
- ◆ Connectivity, or complementarity, of each land use with others nearby
- ◆ Creating new mixed use urban villages to frame the office core
- ◆ Designing streets to accommodate transit, bikes, and pedestrians as well as cars
- ◆ Improving the public realm beginning with Wabasha Street
- ◆ Downtown parks as centers for development
- ◆ Designing buildings and promoting land uses to meet the street and increase pedestrian activity on the sidewalks
- ◆ Continuous urban fabric so that the streets are interesting for pedestrians

Figure C shows major land use directions for the downtown.

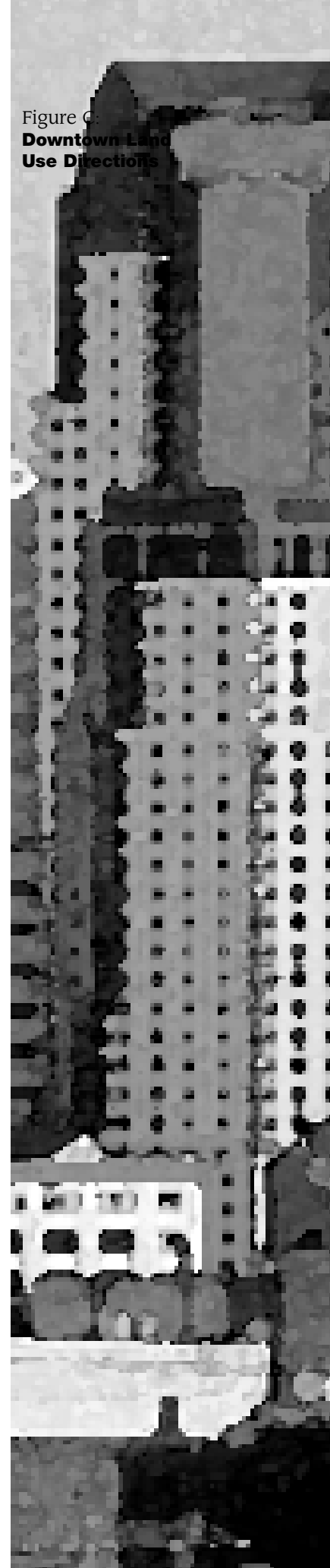
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Objective 4.2 A Complete Downtown Mix (Office, Retail, Government, Arts, Entertainment, Visitors, and Housing)

Policies:

- 4.2.1 Downtown Saint Paul should retain its position as the “capital” of the East Metro region; both the City and business organizations should promote it as such. East Metro residents should feel proud of their downtown and want to take visitors there.
- 4.2.2 Downtown Saint Paul should continue to evolve as more than a central business district. It should have all of the land uses of a healthy downtown—office, retail, government, culture, entertainment, visitor accommodations, and housing. People should live, work, and recreate downtown.
- 4.2.3 The City supports the building design guidelines in the *Saint Paul on the Mississippi Development Framework*, which emphasize the urban design quality of buildings at the street level. Each building, including parking ramps, should contribute to the life of the street and contribute to the public realm. This is especially important for the Wabasha-Saint Peter corridor, the Rice Park and Mears Park areas, and the other proposed urban village areas.

Figure C:
**Downtown Land
Use Directions**



- 
- 4.2.4 As the downtown grows, more public parking must also be built; but, at the same time, the City and downtown employers should work pro-actively to improve bus service, increase bus ridership, and provide for bicycling and walking to work.

Objective 4.3 Riverfront Development

- 4.3.1 Figure C and Figure O (page 39) show the best current plans for sites along the downtown riverfront—the Upper Landing, Shepard Road, Harriet Island, Wabasha-Robert, the land around the former Department of Revenue Building.

Objective 4.4 State Capitol Connections

The State Capitol Area is a beautiful amenity and state employment is a large stable economic base for the city.

- 4.4.1 The Capitol Area should become an anchor for reinvestment and infill development in the surrounding areas through cooperative actions by the city and state governments, private developers, and community development corporations. See Figure D.
- 4.4.2 The City government agrees with the land use concepts in the Comprehensive Plan for the Minnesota State Capitol Area done in 1997 by the Capitol Area Architectural and Planning Board. See Figure E. Even though the plan identifies a Capitol “campus,” new buildings should be designed as an open part of the city. They should relate to the streets and communities outside the campus; the edges of the campus should not seem closed off or unneighborly.
- 4.4.3 The City will encourage state office development and leasing to select Saint Paul sites that help to link the Capitol with downtown and to intermix state office and downtown buildings. As a second priority, other city locations, well connected to the capitol area on major streets, may be appropriate for some state office buildings.

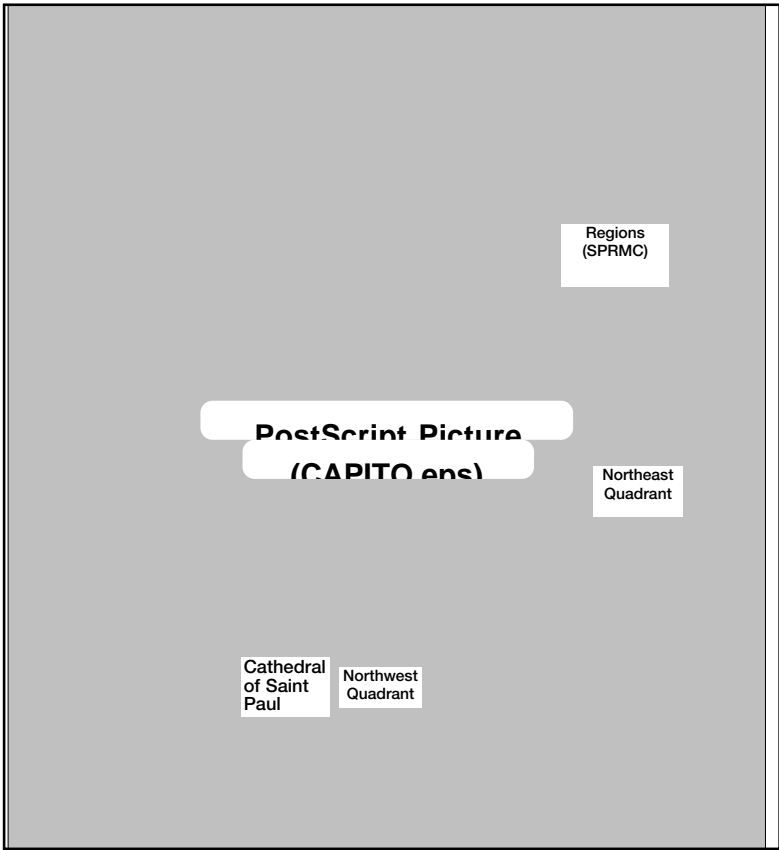


Figure D
**Development Areas
Around the State
Capitol**

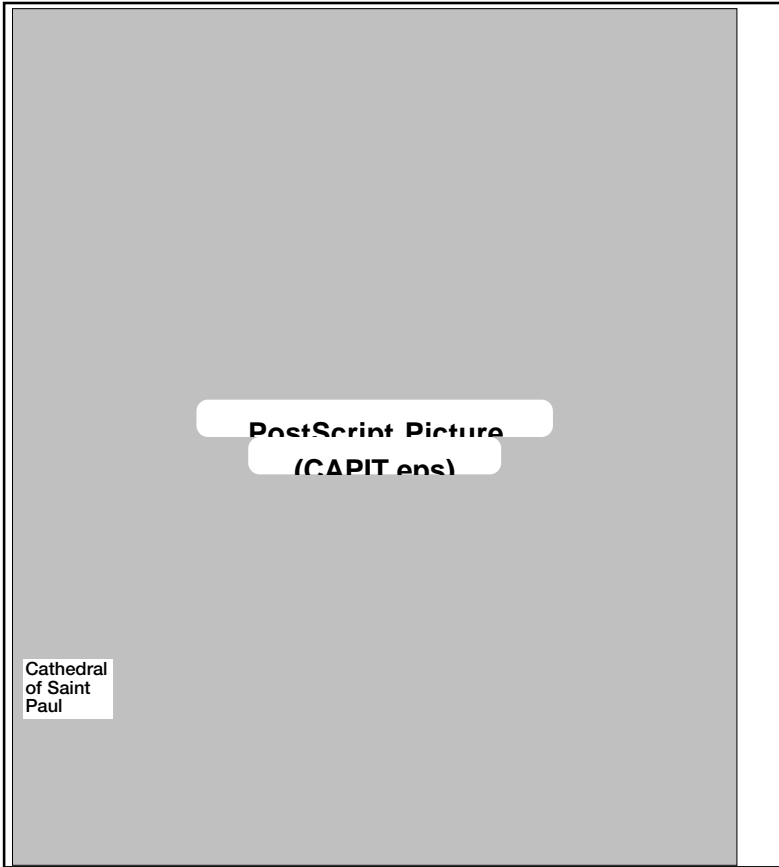
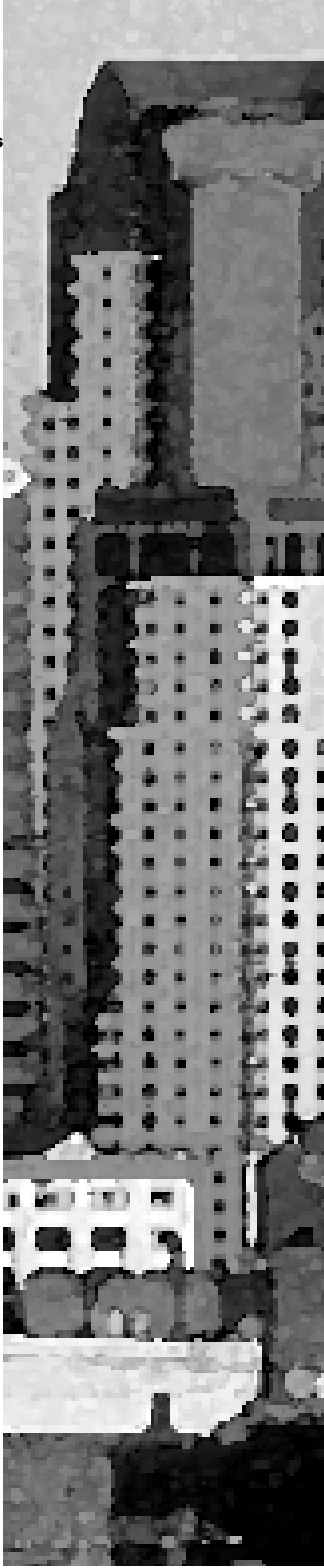


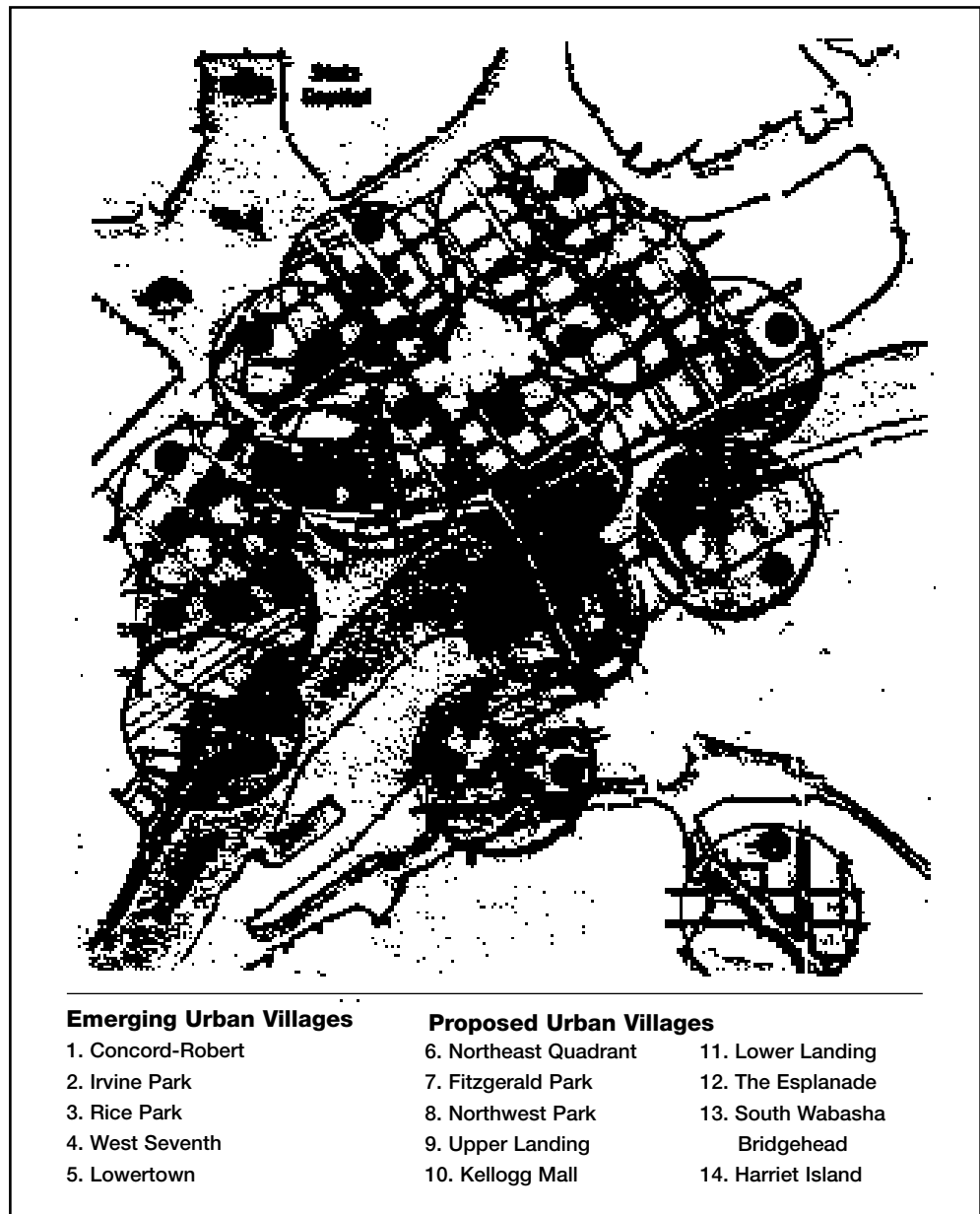
Figure E
**Capitol Area
Land Use**



Objective 4.5 Sites for Housing and New Urban Villages

4.5.1 The City's goal is to build 3,000 housing units in linked urban villages around the downtown and on the West Side flats by 2020 (see Figure F) and create live-work environments throughout the downtown. Preliminary planning should proceed for all potential urban village locations, recognizing that before construction starts priorities among the alternatives will need to be set both for public investment and for market absorption. (Note: A more detailed discussion of opportunities for new housing is found in Section 5.4.)

Figure F
Urban Village
Opportunities Downtown



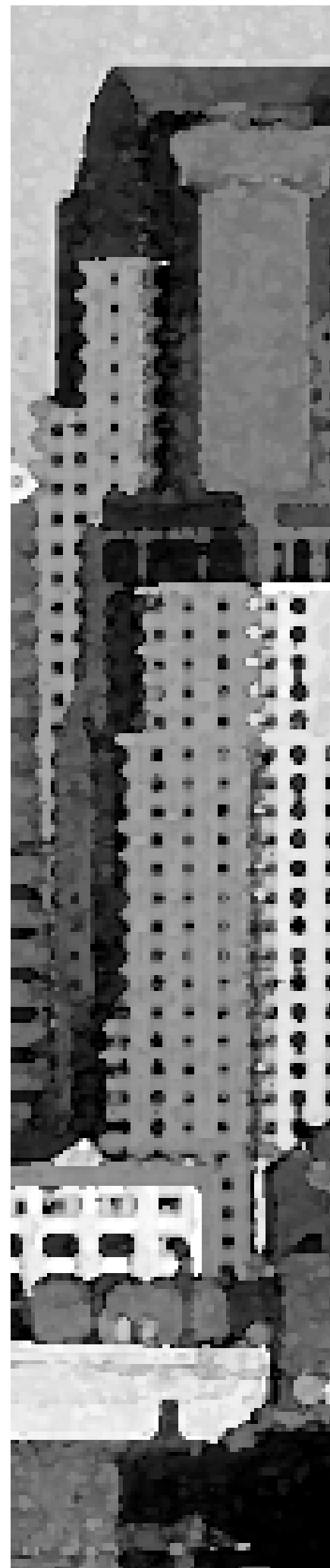
4.5.2 For downtown urban villages, the Design Center should promulgate design guidelines that will be helpful for new development attracted by the opportunities and that can be supported through land sales and financing agreements and through the City's site plan review process. (In the downtown zoning districts, all urban village land uses are already permitted.)

Objective 4.6 Neighborhood Connections

Downtown approach and neighborhood-link areas include the Upper Landing/Irvine Park/Science Museum area, West Seventh/Kellogg, Cathedral Hill, lower Rice Street, East Seventh Street, Mississippi River bridges and their connecting streets, and the extensive river flats on the west side.

4.6.1 The City will encourage development in the downtown fringe that provides convenient and inviting access to and from adjacent neighborhoods.

4.6.2 The City will encourage development and improvements at downtown "gateway" locations that supports and complements adjacent neighborhood business, residential and natural areas and recognizes their special contributions to the heart of the city.



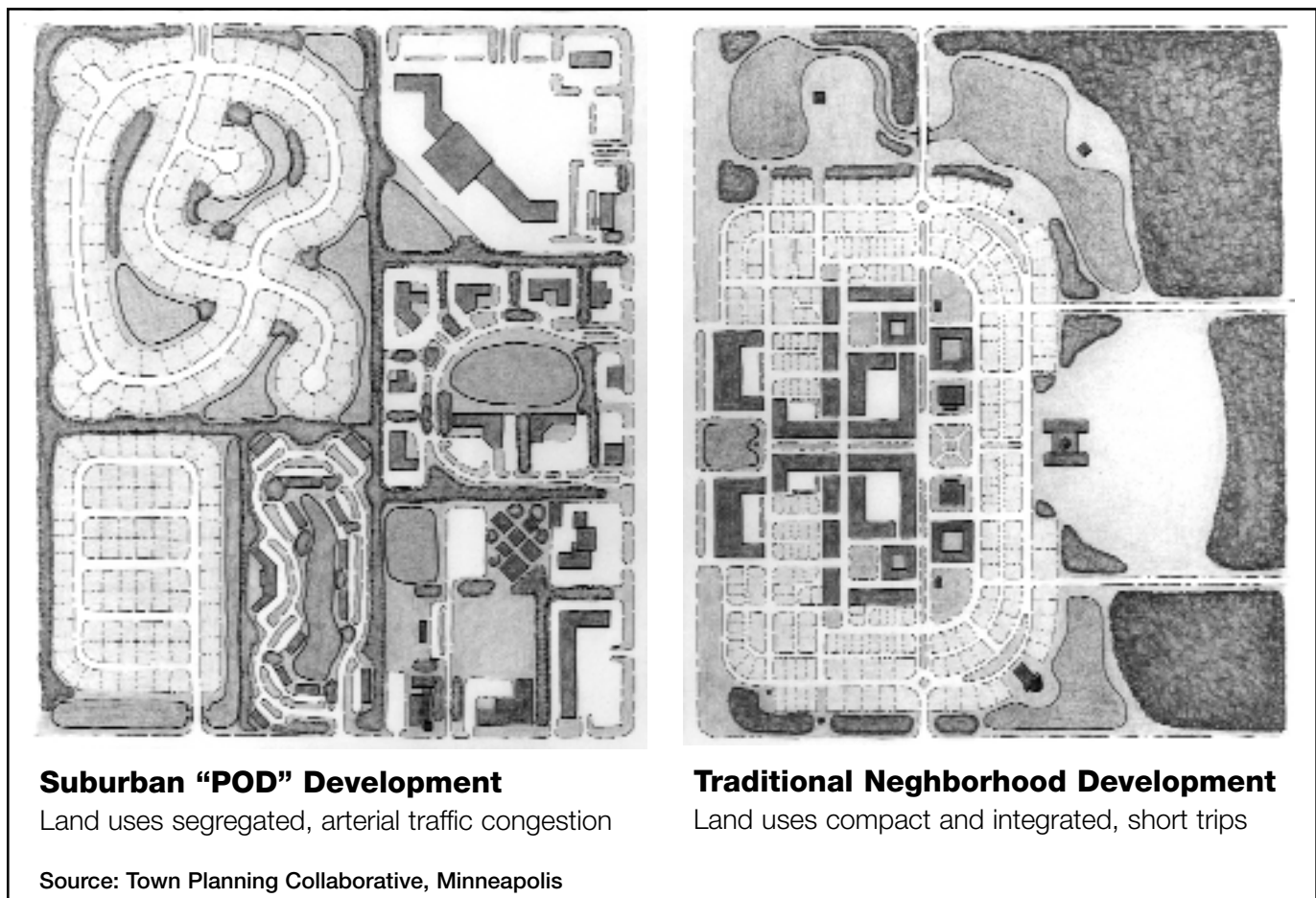
5.0 Strategy 2.

Neighborhoods as Urban Villages

Saint Paul is a city of strong, well-known neighborhoods, each with its own character and community organizations. It is long-standing City policy to maintain and enhance the unique character of Saint Paul neighborhoods.

During the 1990s a new national movement called New Urbanism advocates “urban villages” or “traditional neighborhood development,” two terms used to describe physical development patterns which closely resemble most of Saint Paul’s neighborhoods. The popularity of traditional neighborhood development will help the marketing of Saint Paul neighborhoods. Urban villages are contrasted with the dominant trend of auto-dependent suburbs with their subdivisions of homogeneous housing, large business parks, and shopping malls ringed by asphalt. (See Figure G.) New Urbanists criticize this dominant suburban development pattern on environmental, sociological, and economic grounds. Many suburbs are now trying to recre-

Figure G
**Suburban “Pod”
Development Compared to
Traditional Neighborhood
Design**



ate the physical sense of community that Saint Paul neighborhoods already have. (See Figure H.) The Livable Communities Program of the Metropolitan Council, which makes urban development grants to municipalities, is based largely on urban village principles.

This is not to suggest that there is one mold for city neighborhoods. There are many physical forms for good neighborhoods in Saint Paul, for example:

- ◆ Saint Anthony Park: Most like the “pure village” model with a small commercial center and well-defined neighborhood boundaries.
- ◆ Macalester Groveland: Small commercial centers scattered at almost every intersection of collector streets.
- ◆ Highland Park: One large shopping district that is a hybrid of pedestrian and automobile site planning.
- ◆ Battle Creek: SunRay Shopping Center and Suburban Avenue together make an even larger automobile-scaled center for a post-World War II neighborhood.


As mentioned in the previous section on downtown, Saint Paul has a few large, cleared sites where new urban villages may be built. But it is even more important for the city to use traditional neighborhood development concepts for protecting and reinforcing the strengths of the city’s existing neighborhoods.

Objective 5.1 Urban Villages: A Theme with Variations

Policies:

5.1.1 The City, neighborhood organizations, developers and realtors should use the urban village principles listed below, which are condensed from the Charter of the Congress for the New Urbanism, for assessing neighborhoods and promoting the advantages of city living.

- ◆ Good neighborhoods are **compact and pedestrian-friendly**.
- ◆ Good neighborhoods have a **mixture of land uses**.
- ◆ Good neighborhoods have a **broad range of housing types**.
- ◆ Good neighborhoods are designed to **support mass transit** with appropriate land uses and densities within walking distance of public transportation.
- ◆ Good neighborhoods have **commercial, civic, and institutional activity embedded**, not isolated in remote, single-use complexes.
- ◆ Good neighborhoods have **schools within walking and short bicycling distance** for most children.
- ◆ Good neighborhoods have a **range of park facilities**, from tot-lots to village greens to ballfields to community gardens. (Large parks and conservation areas serve as boundaries between neighborhoods.)



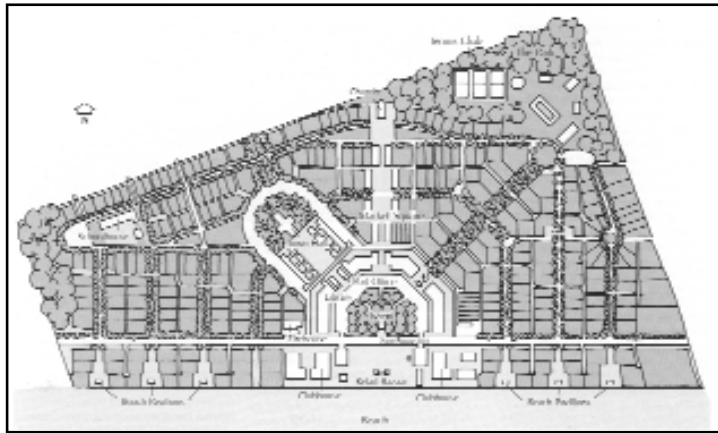
There are many physical forms for good neighborhoods in St. Paul.

- ◆ Good neighborhoods are **safe and secure**.
- ◆ In good neighborhoods, the **architecture and landscaping physically define the streets and public places**.

5.1.2 Neighborhood planning participants should consider the social and economic factors implied in the notion of “village” as well as physical design factors, which are emphasized on the preceding list. Of course, social and economic factors are sometimes beyond the control of either the neighborhood or even the City. Available responses may only partially address underlying problems.

Figure H
**Comparison of New
Urbanism and Saint Paul
Neighborhoods**

Seaside, FL. is the best-known New Urbanist community in the country. It is 80 acres in size and has 550 housing units (6.9 units per gross acre).



The residential core of the Snelling-Hamline neighborhood, shown here at a corresponding scale, is about 120 acres with 670 housing units (5.6 units per gross acre).



**Similarities: New Urbanist Communities
and Saint Paul Neighborhoods**

- Grid of streets and alleys
- Pedestrian scale blocks
- Can walk to shops and transit
- Institutional buildings within neighborhood
- Mixture of houses, duplexes, and apartments
- Porches in front; garages in back

5.1.3 The City, through the Public Works Department, should encourage public infrastructure that promotes streets and sidewalks that are pedestrian friendly and visually appealing as important components to the success of neighborhoods.

Objective 5.2 Mixed Land Uses/Mixed Use Development

5.2.1 In traditional neighborhoods, the City will support compatible mixed use within single buildings and in separate buildings in close proximity. Mixed use reduces transportation time and cost. National surveys show that, on average, city residents drive only half as many miles per year as suburban dwellers, primarily because each trip is shorter in the city.

5.2.2 At neighborhood commercial centers, the City, in collaboration with individual neighborhoods and business districts, will give more attention to the pedestrian realm and will implement design guidelines for pedestrian districts, beginning with a half-dozen prototype areas. (See Figure I for candidate areas for pedestrian-oriented design guidelines.) If design guidelines for neighborhood commercial centers take the form of regulations, they might work through the City's site plan review process or the creation of design districts. Any regulatory process should have a fast-track for plans that clearly support the village center concept. Urban village design concepts can be promoted through public education and neighborhood planning.

5.2.3 The design guidelines for pedestrian-oriented village centers should include the following:

- ◆ Buildings out to the sidewalk
- ◆ Parking lots to the side and rear of buildings, not in front
- ◆ Parking lots screened from the street
- ◆ Human-scale lighting
- ◆ Architecture that respects the neighborhood context
- ◆ Windows to the sidewalk

5.2.4 To promote the workability of mixed land uses, the City will use zoning, licensing and environmental regulations to prevent and mitigate land use conflicts along boundaries between residential areas and commercial or industrial areas and will encourage buffering with landscaping and intermediate land uses to mitigate potential incompatibilities.

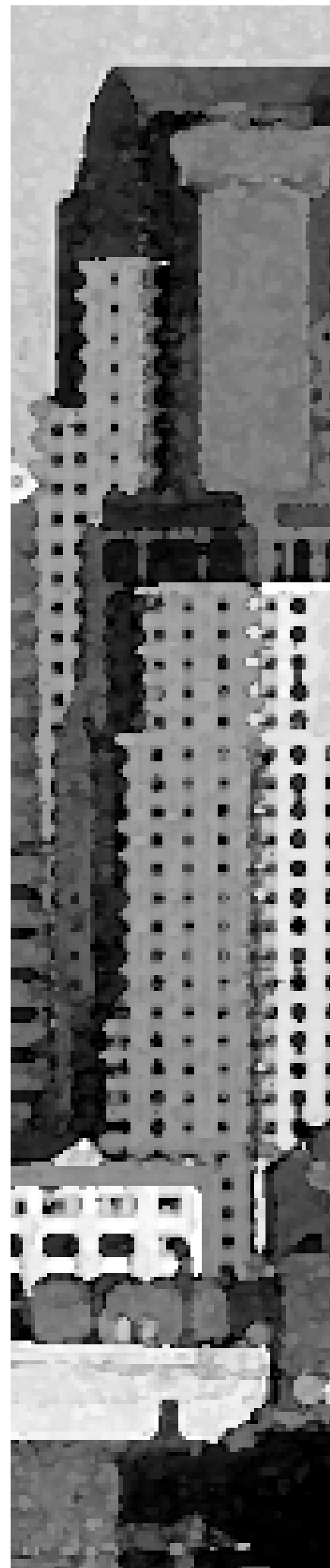
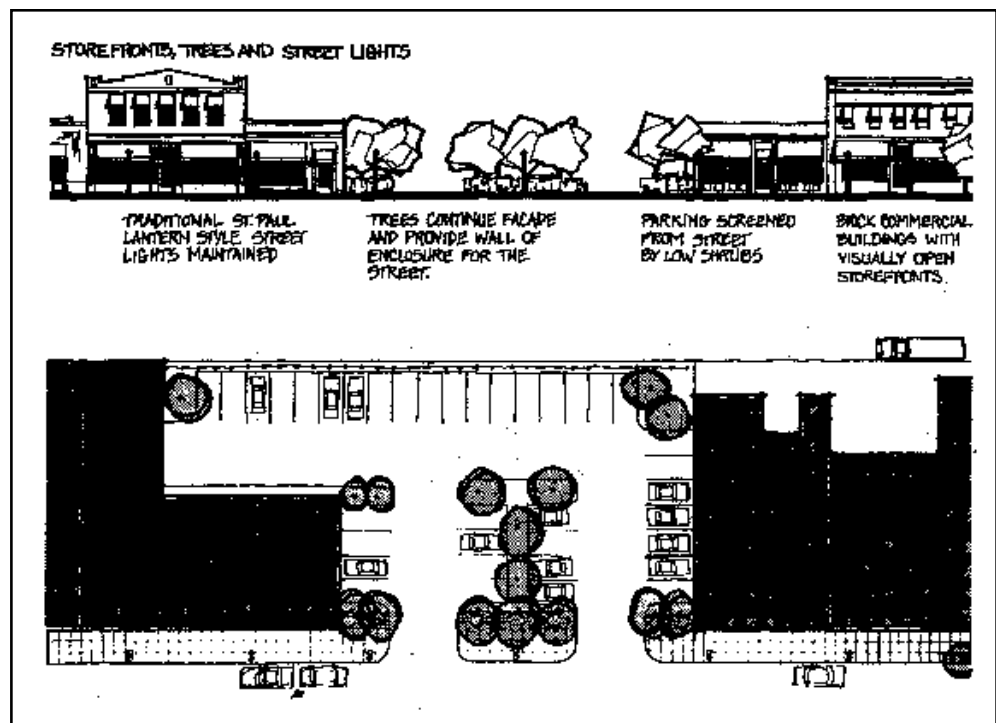


Figure I
**Pedestrian Neighborhood
 Commercial Centers**



Figure J
**Design Guidelines for
 Pedestrian Overlay
 Districts**



Objective 5.3 Range of Housing Types and Values

- 5.3.1 Each of the seventeen planning districts in the city should have life-cycle housing, that is, a mixture of single-family houses, townhouses, condominiums, apartments, and seniors housing. People of all ages should be able to live conveniently in every part of the city.
- 5.3.2 The City will support expansion of the range of housing values in each neighborhood, especially in low-income areas. As government housing programs shrink, it becomes even more essential to the whole city that every neighborhood find a self-sustaining niche in the real estate market. Every neighborhood should provide for a sound economic housing investment.
- 5.3.3 The Planning Commission will propose for consideration a Zoning Code amendment allowing accessory (“mother-in-law”) apartments in owner-occupied, large single family houses. Accessory units are currently illegal in Saint Paul.

Objective 5.4 Market for New Housing

- 5.4.1 The City will promote building new housing to meet the growing market of empty nesters as the baby boom ages. There is a substantial growing demand for market rate townhouses, condominiums and apartments with high amenities. Figure K shows how the market for city living could grow in Saint Paul over the next twenty years.

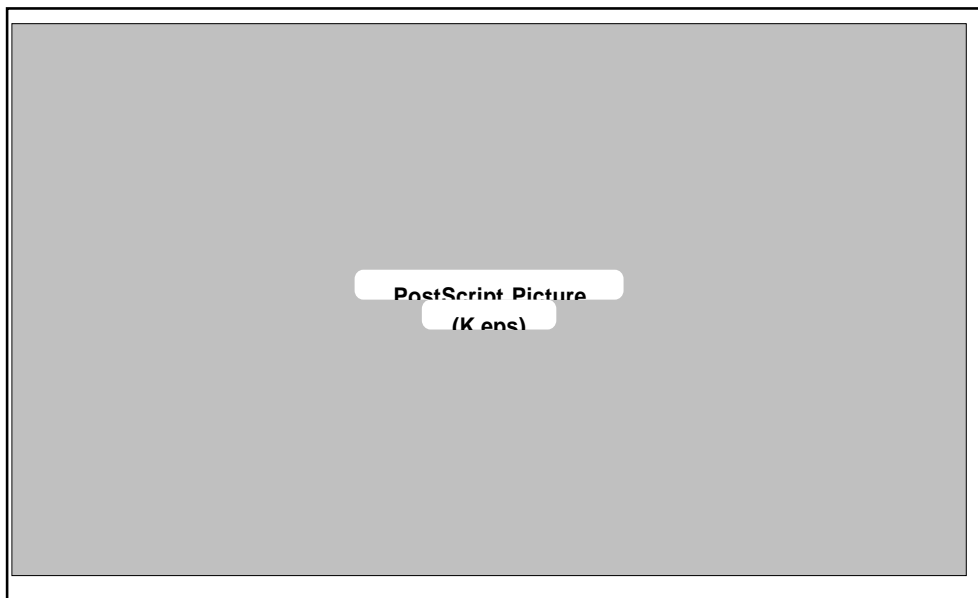
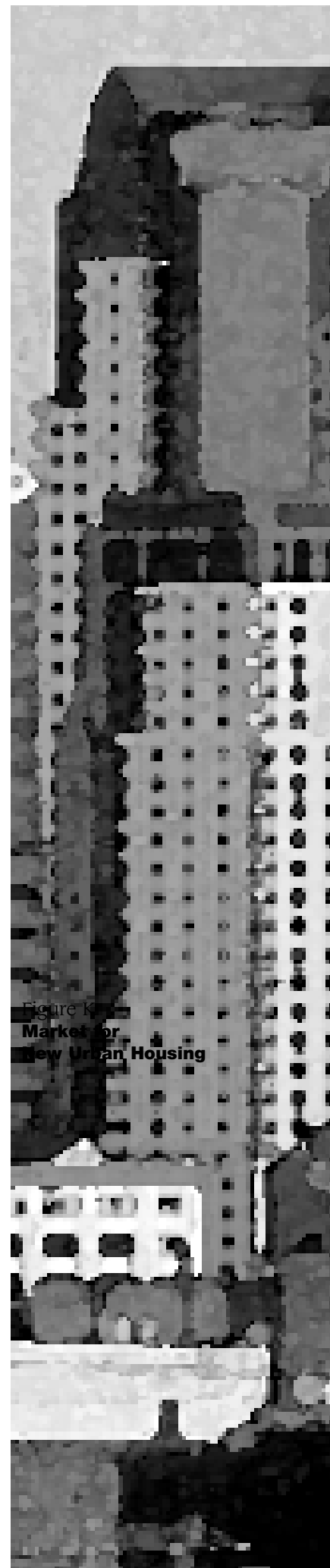


Figure K
Market for
New Urban Housing



5.4.2 The City will support private market efforts to build enough new housing to provide a net increase of 6,000 more housing units by 2020. The City accepts the Metropolitan Council allocation of 9,000 more households over the 1990 base for Saint Paul as an appropriate, though ambitious, target for growth. New housing should supplement the existing stock with new types, complement existing neighborhoods, and strengthen their position in the housing market. Realization of this objective is contingent on market factors that cannot be easily predicted. 3,000 more households can be housed in existing housing units that were vacant in the base year of 1990. (Vacancy rates in existing housing, that is vacant homes and apartments for sale or for rent, were quite high at six percent.) This leaves a goal of 6,000 net additional housing units to be constructed. Demolition is likely to remove 1,500 units, raising the new construction goal to 7,500. Given slow growth from 1990 to 1998, the city's goal is to have 340 new housing units built per year until 2020. While this may seem to be a large number in a built-up city, it is less than the 10,000 units added between 1970 and 1990.

Figure L shows where major sites with potential for new housing are located. Geographically, the goal for housing growth (net increase in housing units, 1990-2020) can be broken down as follows:

Downtown and Riverfront	3,000
Planning Districts 1 and 3, except river flats	100
Planning Districts 2, 4, and 5	500
Planning Districts 6, 7, 10, 11, and 12	900
Planning Districts 8, 9, 13, 14, 15, and 16	800
Citywide—near neighborhood centers & bus lines	400
Citywide—accessory apartments	300
Total	6,000

(Appendix B lists potential sites for housing development).

5.4.3 The Planning Commission will ask district councils and community development corporations to help in identifying housing development opportunities throughout the city that are consistent with the objectives of the Land Use and Housing chapters of the Comprehensive Plan.

Citywide coordination is essential in order to meet the goal of 6,000 net additional housing units by 2020. Without neighborhood leadership and a sense of fair play among all the neighborhoods in the city, the NIMBY (“not in my back yard”) reflex to preserve vacant lots and oppose additional housing will almost certainly come forward. Seattle and Portland are examples of cities that work with neighborhood organizations to achieve city housing goals that support urban villages, transportation alternatives, and control suburban sprawl.

5.4.4 The City will use the following guidelines for sites for new housing:

- ◆ Sites close to amenities where residential value will be sustained over time should be developed with housing.
- ◆ Housing sites along major transportation corridors and near commercial centers should meet the market demand for townhouses, condominiums, and apartments.
- ◆ Prime sites for townhouses, condominiums, and apartments should be protected from other development that prevents their development as such.

Figure L
**Potential Housing
Development Sites**

PostScript Picture
(1.0ns)

Objective 5.5 Coordinated Land Use and Transportation

Transportation access and traffic impacts are dominant factors in peoples' decisions about where to live or to open a business. The Transportation Policy Plan, which is another chapter of the Comprehensive Plan, contains the City's objectives for protecting neighborhoods from traffic, supporting economic development, and giving citizens transportation choice.

5.5.1 The City will coordinate transportation planning and air quality analysis with land use planning. Coordination is needed from the general

level of transportation system design, to corridor studies, down to site plans for new buildings.

- 5.5.2 The City will encourage more housing and jobs to locate along high-service bus routes (15-minute headways during rush hours; 30-minute headways in the off-peak). This recommendation is discussed in more detail in Section 6.8 of this report.

Objective 5.6 Neighborhood Business Parking

Large parking lots erode the charm of traditional neighborhoods that were developed in the streetcar era. Surface parking should not be allowed to wreck a neighborhood. Case studies by the Department of Planning and Economic Development have found that any commercial area where more land is devoted to parking than to buildings is a bad place for pedestrians. A place like Grand Avenue and Lexington is pedestrian friendly: parking is just barely adequate; it is distributed around and behind buildings; it does not overwhelm the pedestrian character of the street; and there are enough buildings to define the public realm on the sidewalk .

- 5.6.1 In pedestrian-oriented neighborhood commercial centers, the City will support the provision of just enough commercial parking in small parking lots fitted into available space. The City will limit the number of curb cuts on commercial blocks. Parking lots should be located at the side or rear of buildings, and primary business entrances should be oriented to the sidewalk. (Please refer to the related Sections 5.2.2 and 5.2.3.)

- 5.6.2 As bus service improves, the City will consider reductions in off-street parking requirements for businesses located on bus lines with frequent service (15-minute headways during peak hours; 30-minute headways during non-peak hours).

Objective 5.7 Parks and Open Space

Parks and open space provide urban amenity and are part of the public realm that shapes urban development. The Parks and Recreation Plan is another chapter of the Comprehensive Plan and it contains City policy and maps for the park system. The major strategies of the Parks and Recreation Plan are to shape the physical character of the city, to build community within neighborhoods, and to focus public resources innovatively. In next

The major strategies of the Parks and Recreation Plan are to shape the physical character of the city, to build community within neighborhoods, and to focus public resources innovatively.

five years, expansions of city park lands are planned at Jimmy Lee Recreation Center, along Shepard Road, and on the Highwood bluffs. (More is said about parks and land use in Chapter 7 on Environmental Stewardship.)

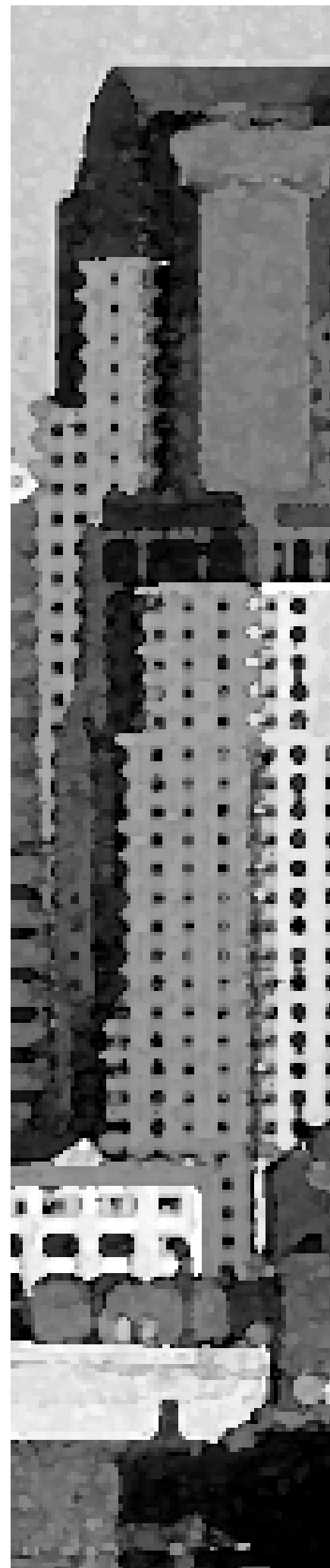
5.7.1 Community gardening is highly consistent with community-building objectives and is supported by the City. Community gardens are best located on unbuildable lots or on excess right-of-way or little-used park land where there is suitable soil and access for gardening. The City will grant long-term leases on these types of properties so that gardens will benefit from year-to-year improvements. The City will not generally grant long-term leases for community gardening projects on buildable lots where there is clear development potential.

5.7.2 In open space planning, the City will take advantage of opportunities to enhance awareness, enjoyment and protection of its topography and natural setting, the Mississippi River corridor and its tributaries and the bluffs rising from the river, and to strengthen connections to and among natural corridors.

Objective 5.8 Institutions and Major Employers in Neighborhoods

Institutions and major employers often give identity to the surrounding community, as in the case of Hamline-Midway, Macalester-Groveland, Cathedral Hill, many Catholic parishes, the historic breweries, and 3M. Some institutions have beautiful buildings and campuses and some offer special services that enrich neighborhood life. But institutions and major employers are often subject to major changes. Hospitals have consolidated, and converted buildings to other health functions. Colleges have expanded; Metro State moved to Dayton's Bluff. Parochial schools have consolidated; public schools went through a cycle of closings and now are building new schools. Houses of worship have gone through cycles as congregations have moved to the suburbs and been replaced by different congregations or have sold the old property for a different land use. State government, which has approximately 12,000 employees in the city, has dealt with recurring questions about whether to lease or build, whether to disperse or cluster in Saint Paul, whether to locate in the Capitol Area or the downtown or in cheaper locations around downtown with surface parking. Plant closings (Whirlpool, Amhoist, Schmidt, West Publishing, Stroh's) have hit neighborhoods hard.

In recent years, more institutions and businesses have joined collaborations for community improvement. Some examples are the Campus Compact,



Concordia's neighborhood participation, Macalester's High Winds fund, Metro State and 3M's contributions to the Phalen Corridor Initiative, and projects of the Greater Saint Paul Tomorrow Program led by local foundations. (Figure M)

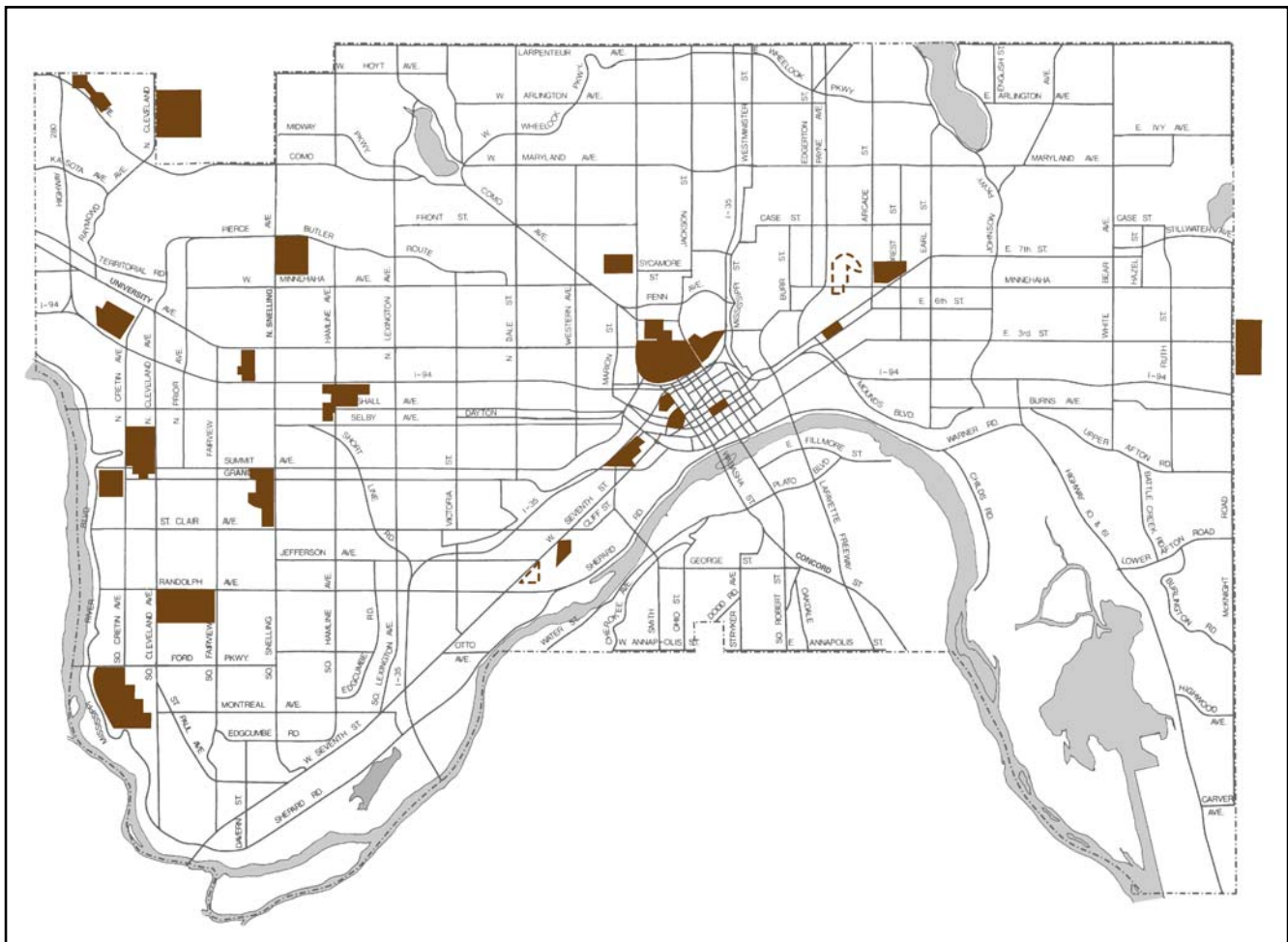
Policies:

5.8.1 The City will encourage and support significant collaborations between institutions and their surrounding communities, such as the ones listed above that are already taking place.

5.8.2 When an institution located in a neighborhood seeks to expand, the Department of Planning and Economic Development should maintain channels for dialogue and try to manage potential conflict between the institution and the neighborhood.

5.8.3 Colleges and certain smaller institutions that have landmark buildings and park-like grounds in the residential grid contribute strongly to neighborhood character and quality and provide valuable community

Figure M
**Anchoring Institutions
and Employers**



resources. Accommodation of their continued presence and health should be supported and their positive neighborhood impact strengthened as changes are made.

5.8.4 The City will participate with the Saint Paul School District to promote neighborhood improvement in conjunction with school construction or major remodeling.

5.8.5 Neighborhood organizations should capitalize on major local employers and institutions as neighborhood economic engines, which may hire local folks, may buy from local suppliers of goods and services, and may invest in neighborhood improvement.

Objective 5.9 Heritage Preservation

Saint Paul's Heritage Preservation Commission (HPC) was created in 1976 to preserve and promote the city's heritage and historic character. It is an advisory body to the Mayor and City Council on heritage preservation matters and recommends to the city council sites, buildings, and districts to be designated as historic sites. The commission also must review and approve building permits for most types of exterior work concerning designated buildings and districts. (See Figure N for locally designated Heritage Preservation Districts.) In the case of four of the five local historic districts—Dayton's Bluff, Lowertown, Irvine Park and Historic Hill—preservation has been used quite successfully as a tool for community development and revitalization, building on a primary asset of these neighborhoods—historic buildings. Saint Paul's historic character is one of our strong assets, and one which distinguishes this City from surrounding suburban communities.

Policies:

5.9.1 Many parts of the city have historic character and infill construction and renovation generally should respect the traditional character of the immediate neighborhood, even where it is not legally required.

5.9.2 The City Council has previously directed that consideration be given to the preparation of an Historic Preservation Plan for Saint Paul. The scope and usefulness of a plan and the resources available for it will be assessed. At a minimum, planning for historic preservation in the City in the near future should address 1) building code requirements that may be inconsistent with effective reuse of historic properties and maintenance of historic character, and 2) alternatives to historic district designation that would protect the character of more neighborhoods in a cost-effective way. Possible additional methods might include voluntary design guide-

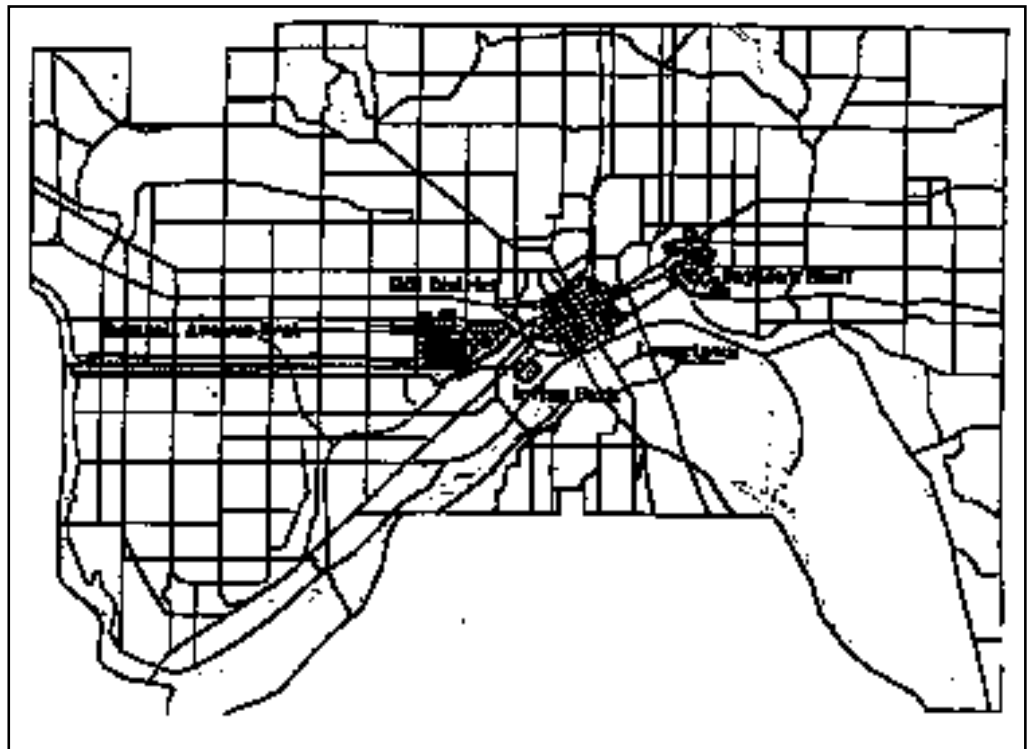


*Infill construction
and renovation
should respect the
historic character of
a neighborhood.*

lines, more public education, training for lenders, tax incentives, city loan programs, neighborhood conservation districts, and regulatory flexibility on parking standards and zoning and building codes.

5.9.3 Preserving historic buildings and character sometimes increases rehabilitation and redevelopment costs. It is difficult, and often impossible, to cover this cost with public resources. The Heritage Preservation Commission, together with its partner organizations including the Historic Saint Paul Foundation and the Preservation Alliance of Minnesota, should assess available and potential incentives, financial and otherwise, and recommend means for improvement.

Figure N
**Local Heritage
Preservation District**



6.0 Strategy 3. Corridors for Growth

Changes in transportation and manufacturing have left several corridors with vacant and underused land which should be reclaimed. Recent corridor studies have brought to public awareness several large redevelopment sites with potential for housing, jobs and increased tax base. Studies or plan implementation are happening in the River Corridor, the University Avenue (Midway) Corridor, the Phalen Corridor, the Great Northern (Como) Corridor, and the West Seventh (Riverview) Corridor. (See Figure A on page 3.)

Much of the underused or vacant, and often polluted, industrial land lies within these corridors. While other uses will be possible and appropriate in some cases, this land is a primary resource for industrial growth. Since 1960, and continuing in the 1990s, land is being reclaimed for modern industrial development at the rate of approximately 30 acres per year. Land inventory, market demand, and need for economic opportunity and central city growth would support a more rapid rate of reclamation. Land inventory and demand would support a rate in the neighborhood of 50 acres per year for the next 20 years. Cleanup and redevelopment costs are the chief obstacle to a faster rate of reclamation.

The City supports the central corridor between downtown Saint Paul and downtown Minneapolis as the top priority for development of transitways—busways and/or LRT—in the City, but this does not preclude consideration of additional corridors.

Objective 6.1 Corridor Planning and Redevelopment

Policies:

- 6.1.1 The City will continue working with community and business organizations and other units of government on planning and redevelopment projects along corridors where several opportunities are interconnected.
- 6.1.2 In corridor redevelopment programs, the City will seek new ways for integrating business and industrial job creation with housing development and the improvement of existing neighborhoods.
- 6.1.3 The City and the Saint Paul Port Authority will work with the State of Minnesota, the Metropolitan Council, and the private sector to achieve

Changes in transportation and manufacturing have left several corridors with vacant and underused land which should be reclaimed.



a significant increase in the rate at which underused and vacant industrial land is reclaimed.

Objective 6.2 River Corridor

While the Mississippi River was responsible for Saint Paul's origin and much of its livelihood, the river's ecology and dramatic geography were largely ignored in the decades of industrial development. Today the community intention to "return to the river" is clear, an intention symbolized by the Greening of the Great River Park and the enthusiastic volunteer support it has generated. Perhaps the biggest change in the use of land in Saint Paul over the last two decades has been the exit of heavy industrial uses from the downtown and western portions of the river corridor (e.g., Amhoist, elevators, Kaplan Scrap Metal, tank farms, Soo Line Intermodal Yard). This change enables reconnection of the urban fabric to the river. Establishment of the Mississippi National River and Recreation Area (MNRRA) along with significant progress in cleaning the river's water and earlier improvement of open space such as Crosby Farm Park and Harriet Island have all added to the momentum of change, upstream from Robert Street, from heavy industry to mixed use.

RIVER CORRIDOR PLANNING SINCE THE 1980 LAND USE PLAN

Saint Paul Mississippi River Corridor Plan	1981
Riverfront Pre-development Plan	1987
Mississippi National River and Recreation Area Plan	1994
Saint Paul River Valley Landscape Inventory	1995
<i>Saint Paul on the Mississippi Development Framework</i>	1997

Policies:

- 6.2.1 The City will maintain a high priority on appropriate management of the River Corridor and will support changes consistent with enhancement of the corridor's natural ecology within an urban segment of the river. Generalized land use and large sites with redevelopment potential are shown on Figure O.
- 6.2.2 The City will continue to improve public access and recreational uses where possible throughout the corridor.
- 6.2.3 The urban villages across the Robert and Wabasha bridges from downtown are envisioned to be mixtures of existing and new buildings and also mixtures of land uses—residential, office, and some retail and industrial. Some low-intensity land uses will be replaced by redevelopment. Urban village areas should have a finer pattern of streets than the current industrial park configuration.

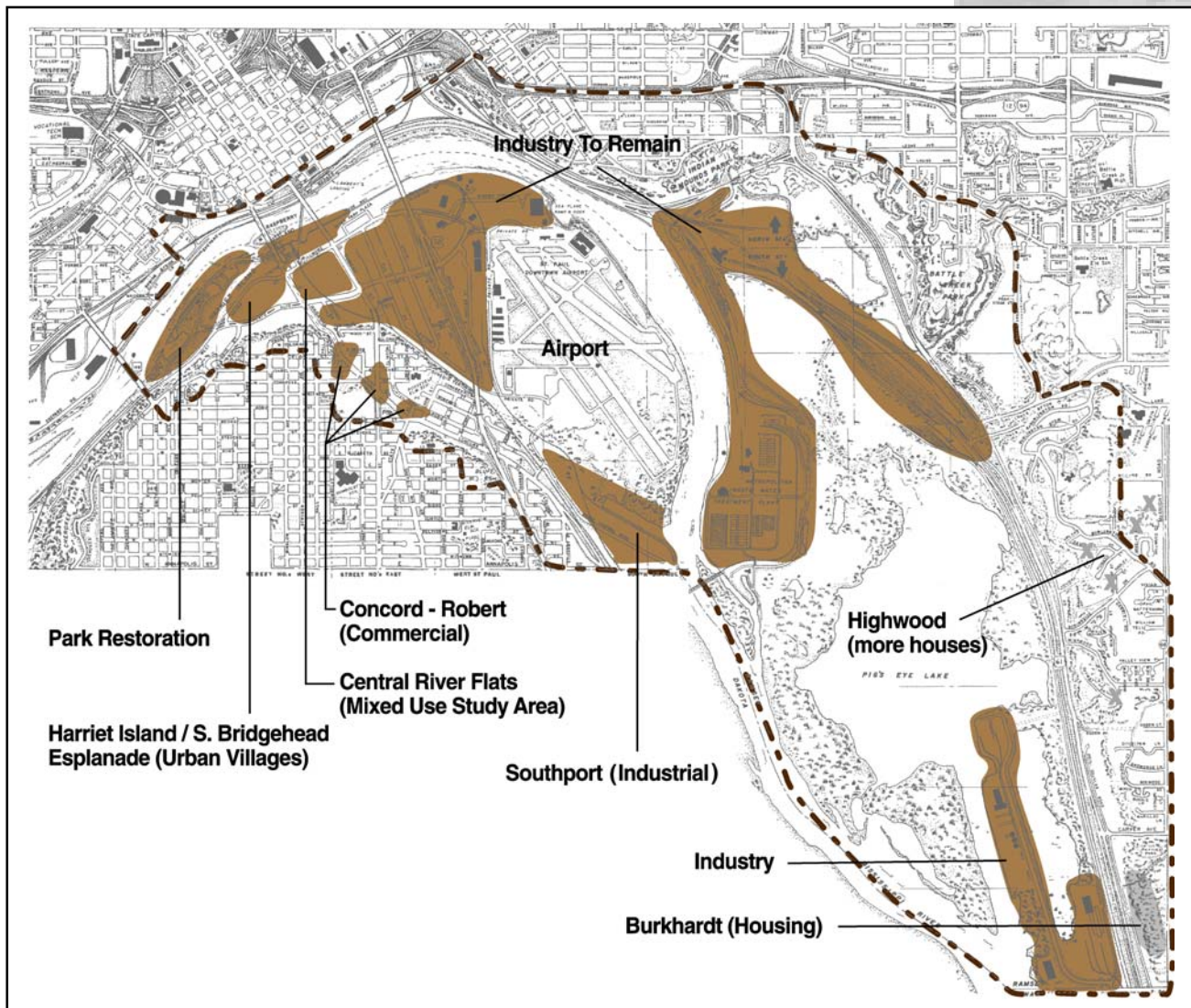


Figure O
River Corridor South
Development
Opportunities

6.2.4 The City supports continuation of industrial uses in appropriate portions of the corridor as indicated on Figure O. (Also see Figure R on page 43 for the West Seventh reach of the River Corridor.) Modifications or additions to industrial uses in the corridor should be supported only when they have no adverse impact on water quality or air quality for the corridor and adjacent neighborhoods, and when they do not substantially impair the visual character of the corridor from adjacent neighborhoods or from the river itself.

6.2.5 New development in the floodplain or within 300 feet of the ordinary high water mark should have a relationship to the river, a need for a river location, and/or should enhance the river environment.

(Environmental policies for the River Corridor can be found in Sections 7.1 and 7.2.)

Objective 6.3 University Avenue Corridor

The University Avenue Corridor Study was prepared by University UNITED in 1988. Since then the Midway Marketplace redevelopment has restored the Midway as the city's primary regional shopping center. The Frogtown end of University Avenue has witnessed the growth of Asian businesses. The west end of University Avenue is being revitalized by the Westgate redevelopment and the rehabilitation of buildings near University and Raymond. The Midway now has a strong market for office space. Planning is underway for improved transit in the central corridor, for beautifying University Avenue, and for more redevelopment sites.

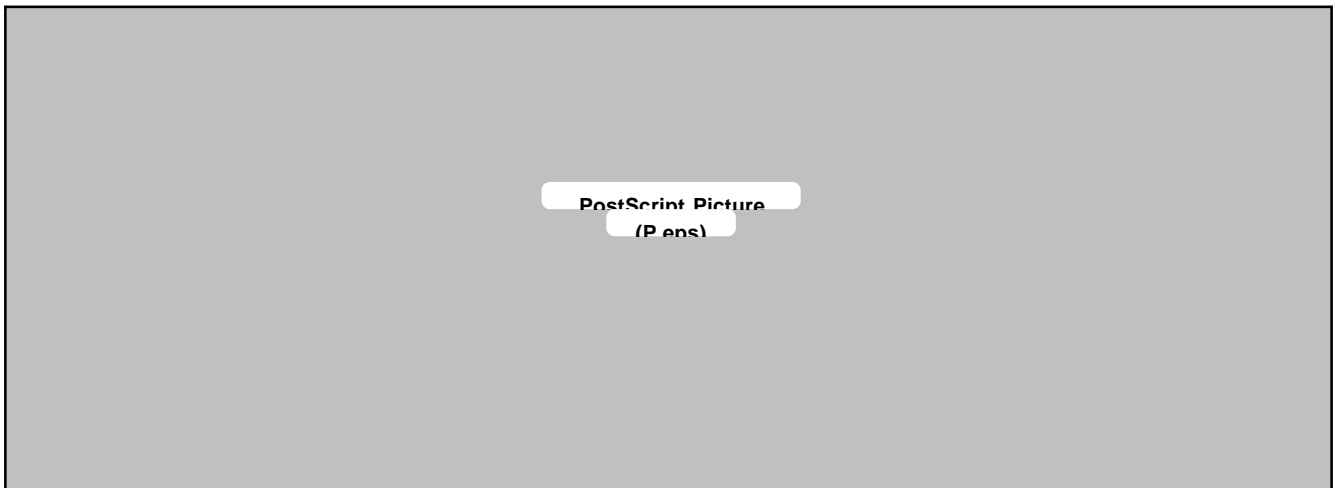
6.3.1 Figure P shows redevelopment sites and general land use policy for the University Avenue Corridor.

6.3.2 New urban housing, offices, retail, and industrial development should all contribute through density and site design to the ridership base for public transportation on the University Avenue and I-94 bus routes. Already, these routes have the highest ridership in the Twin Cities. In 1997 Ramsey County designated the Midway (University Avenue) Corridor and the Riverview (West Seventh) Corridor as the top priority corridors for public transportation improvements in the East Metro area.

6.3.3 Future redevelopment planning and efforts to redesign University Avenue itself should find ways to make the auto-oriented regional shopping ("big box" retail) work for pedestrians, who are often bus riders and also to enhance the storefront, pedestrian-oriented commercial centers along the avenue.

Also see 6.7.2 on City support for the Midway regional shopping area.

Figure P
**University Avenue
Development Opportunities**



Objective 6.4 Phalen Corridor

The Phalen Corridor Initiative is a model for neighborhood revitalization work. It is a community partnership among residents, businesses, service agencies, and different levels of government. It is tying economic development, workforce development, human services, and housing rehabilitation together.

Policies:

6.4.1 The goals for physical development along the Phalen Corridor are:

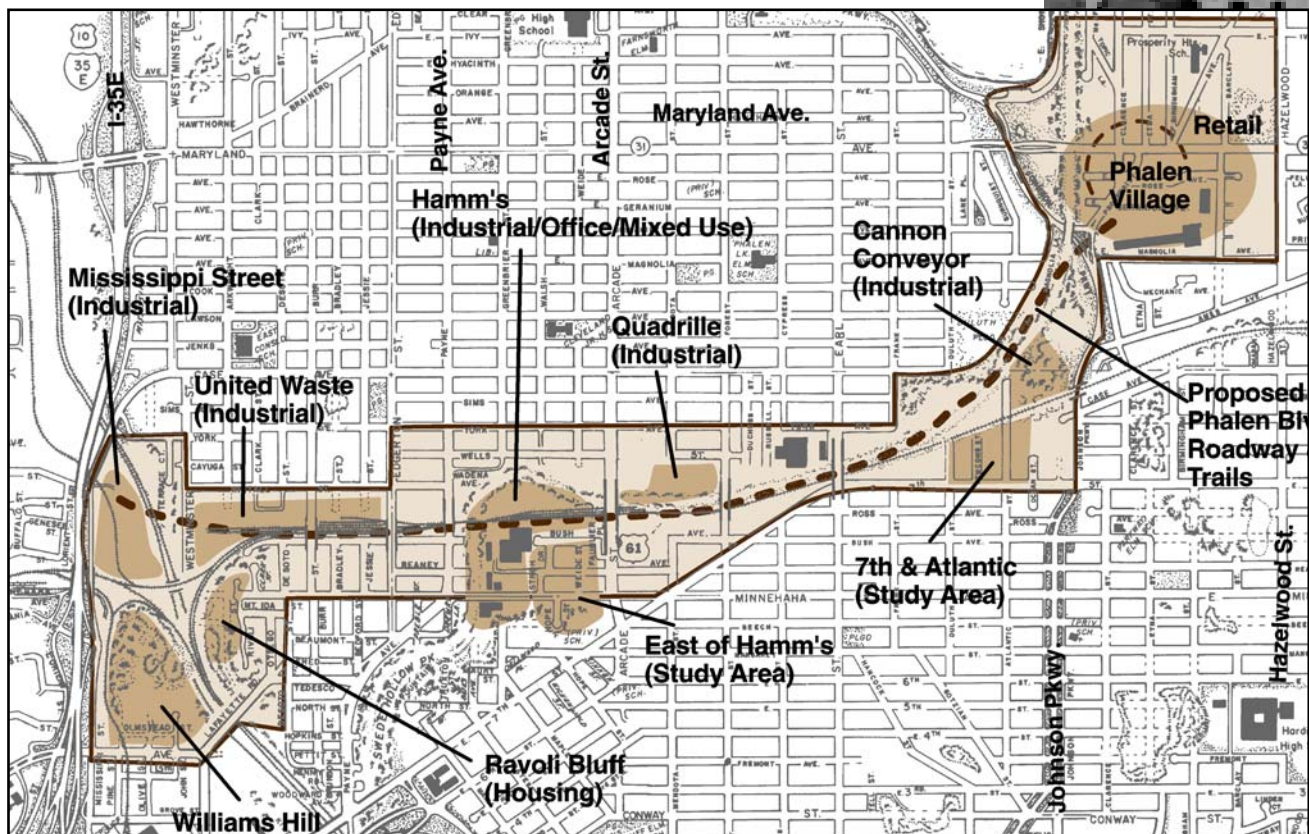
- ◆ To create a mix of new jobs (up to 2000)
- ◆ To increase the tax base
- ◆ To be economically sustainable
- ◆ To be integrated and compatible with the area's natural amenities and historic neighborhoods

6.4.2 The planned land uses along the Phalen Corridor are as shown in Figure Q. There are ten significant redevelopment sites along the corridor; the biggest ones are the Williams Hill Industrial Park, Hamm's Brewery, and Phalen Village.

6.4.3 The City and the Port Authority will continue to support and seek

The Phalen Corridor initiative is a model for neighborhood revitalization work.

Figure Q
Phalen Corridor
Development
Opportunities



funding for Phalen Boulevard and the other infrastructure necessary to prepare the redevelopment sites for sale.

6.4.4 The City will support the strengthening of the urban village characteristics of neighborhoods along the Phalen Corridor, particularly at Phalen Village and East Seventh and Arcade, by making good connections (pedestrian, bicycle, and transit, as well as vehicles) between the corridor and neighborhoods.

6.4.5 As an emerging major employment center, good access by public transit is a high priority objective for all industrial, commercial and residential development of the Phalen Corridor.

6.4.6 The Phalen Corridor should also be an amenity, with a trail and natural landscaping on ravine edges.

Objective 6.5 West Seventh Street (Riverview) Corridor

As mentioned previously, the Riverview Corridor, the western portion of the larger river corridor, has been designated by Ramsey County as one of the two priority corridors for public transportation improvements because it runs from downtown to the Minneapolis-Saint Paul International Airport, where it meets the Hiawatha Corridor, and runs on to the Mall of America. Planning studies of the West Seventh Corridor are underway and there are several redevelopment opportunities along it. The downtown end is anchored by the new RiverCentre conference facility, the new Science Museum and the new hockey arena. The Brewery neighborhood received a Livable Communities grant from the Metropolitan Council for housing revitalization. Several redevelopment sites along the corridor have views of the river valley.

The transit potential of the Riverview Corridor depends on new development more than it does in the Midway. Located on a land terrace between the river valley and the upper bluffs, the corridor is a “thin” strip of neighborhoods. The transit ridership base along the corridor can be increased if land use decisions for redevelopment sites are supportive of transit. Proximity to downtown and other employment centers, transit potential, and, particularly, the river and its bluffs give the corridor high potential for residential development.

6.5.1 The planned land uses for redevelopment sites along the Riverview Corridor are shown in Figure R.

6.5.2 A primary goal of redevelopment planning for the Riverview Corridor is transit-oriented development. The mix of land uses, densities, and site plan arrangements should augment the ridership base and make riding public transit an attractive option. The City will join with Ramsey County in advocating public transportation improvements in the corridor.

6.5.3 Along West Seventh Corridor bluffs, development should take full advantage of the views and amenity of the river valley, while at the same time improving views from the river to the bluff lines and protecting the ecology of the river.

6.5.4 The southwest end of the corridor at the river is an important gateway to Saint Paul adjacent to the international airport. Landscaping and signage and improvement of adjacent development and pedestrian areas are among the improvements needed to change its character to that of an inviting urban neighborhood and business center and entrance to Saint Paul.

6.5.5 Any major transit developments within the Riverview corridor should be incorporated into the existing residential, commercial and environmental character of the corridor. In particular, physical changes should respect and complement natural amenities in the corridor, such as Crosby Park, Hidden Falls Park and the Mississippi River Boulevard Park and should avoid unnecessary intrusion.

Figure R
**West Seventh Corridor
Development Opportunities**

Objective 6.6 Great Northern (Como) Corridor

Planning for the Great Northern Corridor began in 1996 and started by focusing on the redevelopment of the Maxson Steel/Dale Street Shops area. But the whole corridor is seen as running from the Bridal Veil Industrial Park in Minneapolis through the Empire Builder Industrial Park near I-35E, at which point the Great Northern and Phalen Corridors meet. Taken together, the two corridors have the potential to provide a ribbon of new industry and household-supporting jobs that runs between several of the city's older neighborhoods.

- 6.6.1 The City and the Port Authority should support and work to implement the Great Northern Corridor Community Vision of 1997 and should support further redevelopment planning for more sites along the corridor. See Figure S. Broad community participation will be sought for any additional changes in the corridor, including the widening and extension of the Pierce Butler Route.
- 6.6.2 The City will extend Pierce Butler Road into the Dale Street Shops site and improve truck routes to I-35E.
- 6.6.3 The City will encourage work to determine the feasibility of commuter rail service on the BN tracks and work on the vision of extensive reforestation along the corridor to provide an amenity for all of the Midway neighborhoods.
- 6.6.4 There should be further study of the potential of the Dale-Como area to become an urban village with major new housing development near the new Front Street Elementary School under construction.
- 6.6.5 Good public transit access will be an objective for all redevelopment efforts of the Great Northern Corridor.

Figure S
Great Northern Corridor





Objective 6.7 Freeway Development Sites

For many types of business, the best sites have good freeway access.

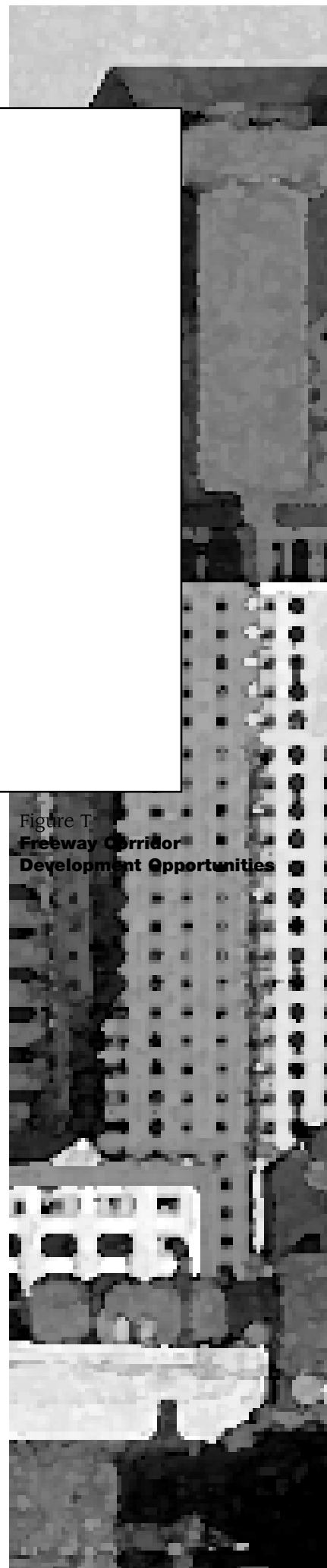
6.7.1 The City will promote redevelopment of sites with good freeway access. Sites that are currently candidates for redevelopment are shown on Figure T.

6.7.2 Regional shopping centers are continuing to develop along I-94 around SunRay and in the Midway between Snelling and Lexington. These are the two strongest retail locations in the city for capturing the trade of large residential populations and east-west commuters. The City will be supportive of these two centers and help them hold Saint Paul's share in the marketplace.

Objective 6.8 Neighborhood Bus Corridors

More townhouses and apartments in a neighborhood contribute to the aggregate purchasing power that sustains neighborhood business. Take

Figure T
Freeway Corridor
Development Opportunities

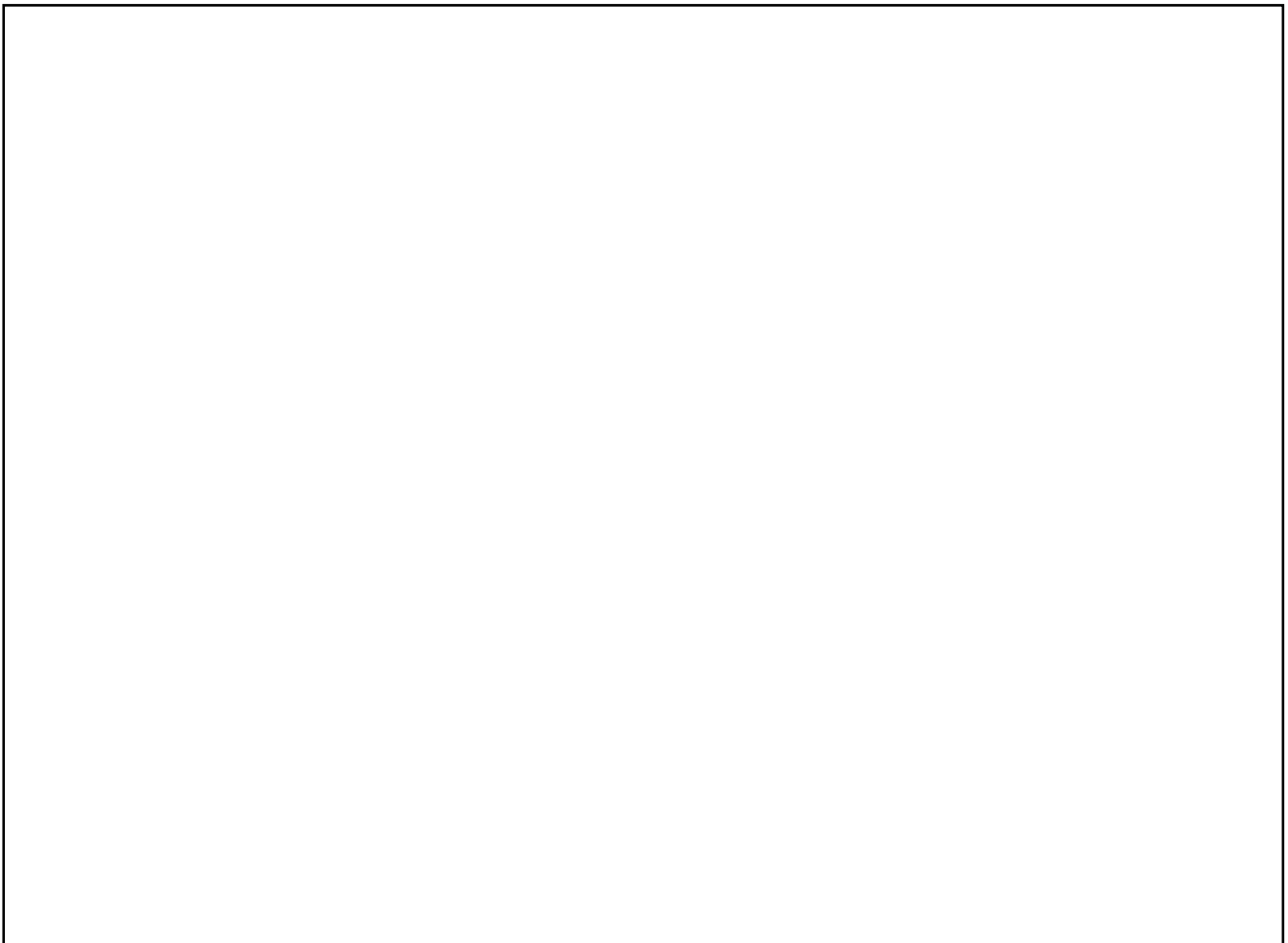


Grand Avenue, for example. People presume that Grand Avenue is a successful commercial street because of the neighboring higher-income residential streets; they miss the fact Grand Avenue also has a high concentration of apartments. In fact, 58 percent of Summit Hill households are renters compared with 46 percent citywide.

6.8.1 As opportunities arise along neighborhood bus corridors, townhouses, apartments and condominiums should be built in order to help to support both the public transportation system and neighborhood commercial centers. Neighborhoods with a good mix of incomes can successfully include many rental buildings. At a minimum, new housing development within a quarter of a mile of public transportation lines should have at least ten housing units per net acre, which is the minimum needed to support local bus service.

Figure U shows where major redevelopment or housing infill sites are located along primary bus routes. The focus areas for housing infill are within a quarter of a mile of nodes in the bus system.

Figure U
**Housing Development
Opportunities Along Bus
Corridors**



7.0 Strategy 4. Environmental Stewardship

The *Saint Paul on the Mississippi Development Framework* says that the ability of the city to balance the needs of the economy, the community, and the physical environment determines the city's quality of life, which in turn provides a primary competitive advantage in the global economy. This three-way balancing of the economy, the community, and the environment over a long time period is the goal of "sustainable development." It is defined as meeting our needs today without jeopardizing the ability of future generations to meet their needs. Land use planning can support sustainable development by helping to do the following: reduce the number and distance of trips; improve the livability of neighborhoods with urban densities; protect and restore wetlands and natural habitats; provide habitat corridors for wildlife; promote ecological storm water management; and protect solar energy access.

Objective 7.1 Mississippi National River and Recreation Area (MNRRA) Tier II Status

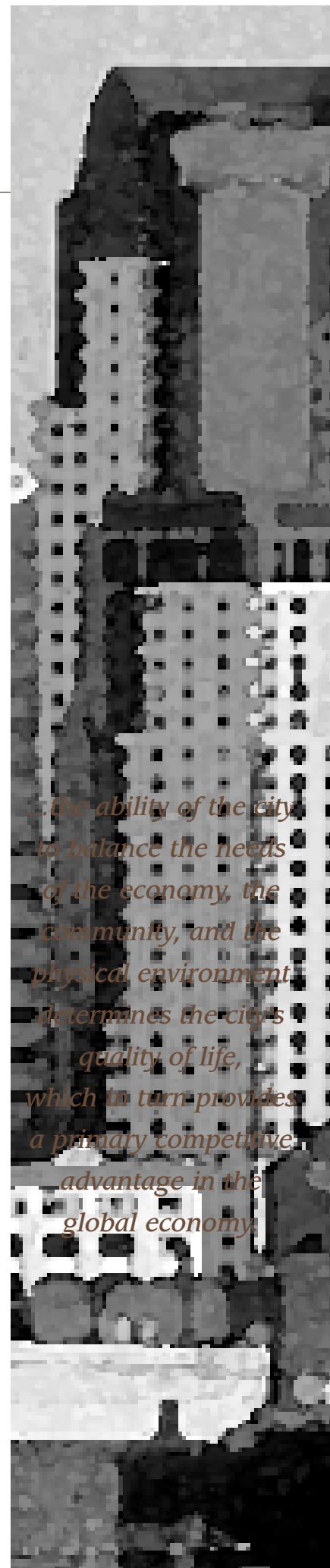
Policies:

7.1.1 The City will continue to enforce bluff, shoreland, and wetland protection measures adopted in 1982. These measures—which prohibit development on steep slopes, require setback from bluff lines and water, and limit alteration of the natural environment—will be reviewed and improved as necessary as the River Corridor Plan is updated.

7.1.2 The City will ensure that public and private development in the designated Critical Area is consistent with Critical Area site design and development standards. The City's guidelines for meeting Critical Area and Mississippi National River and Recreation Area objectives are detailed in the update of the River Corridor (Critical Area) Chapter of the Comprehensive Plan which will be adopted early in 2001. It is the City's intention with the new chapter to achieve MNRRA Tier II status, making the city eligible for federal finding from the National Park Service for river-related projects. Some of the issues for Tier II planning are:

- ◆ preserving native plants, wildlife, and archeological sites
- ◆ careful planning for a 300-foot shoreline zone
- ◆ increasing natural landscaping along shorelines, bluffs, and bluff crests

...the ability of the city to balance the needs of the economy, the community, and the physical environment determines the city's quality of life, which in turn provides a primary competitive advantage in the global economy.



- ◆ reducing storm water run-off and the chemicals in run-off
- ◆ identifying incentives for industrial land on the river to be used by businesses that need river locations
- ◆ increasing tourism and recreational use of the river and improving public access to the river

7.1.3 The City has existing shoreline regulations for the river pursuant to the state Critical Areas Act and will re-evaluate them as part of the MNRRA Tier II Study.

7.1.4 The City will continue to promote the vision of the Great River Park and to support the reforestation projects of Greening of the Great River Park. The reforestation effort applies to all types of land uses in the river corridor, not just to parks and residential areas.

Figure V
**Surface Water and the
River Corridor**

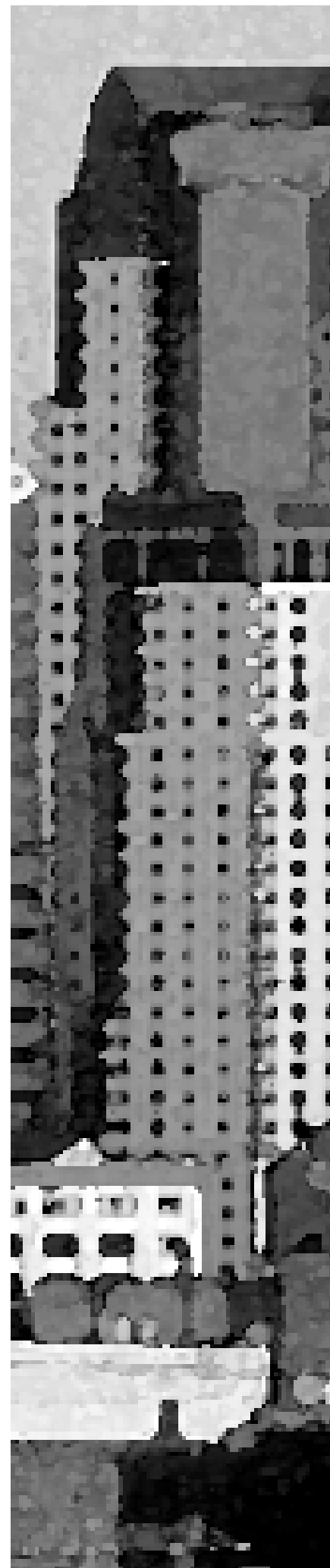


Objective 7.2 Topographic Features and Sensitive Resources

Sensitive natural resources in Saint Paul are illustrated by maps of natural areas, slopes, and groundwater in Appendix E of this report (p.75) in addition to Figure V, Surface Water Systems (p. 48).

Policies:

- 7.2.1 The City will integrate its plans with the work of the DNR's metro regional Greenways and Natural Areas Collaborative. This metro area collaborative has identified high quality native habitat remnants and is seeking state funding to link the remnants into greenways, which will provide continuous habitat corridors to support native plant species and wildlife. The greenways will also improve park and trail systems. Greenway opportunities usually follow rivers, drainage courses, and bluff lines. The mapping done in 1997 shows more greenway opportunities in the East Metro area than elsewhere. The collaborative is working with MNRRA, the Metro Parks Commission and local citizens.
- 7.2.2 The City, neighborhood organizations and environmental groups should reconnect neighborhoods to the Mississippi River visually with natural landscaping along ravine edges (Phalen Corridor, Trout Brook, Shepard Davern, Ayd Mill, etc.) and along bluffs facing the river valley. Where feasible, surface water systems—ponds, wetlands, and streams—should also be restored.
- 7.2.3 The City, together with other government units, should reconnect neighborhoods to the Mississippi River by completing the parkway and trail systems that provide access to the river valley and extend the influence of the river valley further into neighborhoods. (These systems are already planned in detail in the Parks and Recreation Plan.)
- 7.2.4 Realtors and groups doing neighborhood improvement and marketing should take greater advantage of sites with river valley views. Sites on the West Side, Mounds Park, Dayton's Bluff, and Payne Phalen enjoy beautiful views even though they are not directly on a river bluff.
- 7.2.5 On the freeways, the City and affected neighborhood groups will ask MnDOT to stop mowing the slopes a safe distance from the shoulders of the pavement and allow natural vegetation and trees to grow wild so that the freeways will look more like Highway 61.



Objective 7.3 Air Quality: Transportation and Industry

Automobiles are the largest single source of air pollution in American cities.

Policies:

- 7.3.1 The City will help to reduce air pollution by planning neighborhoods where walking, biking, and taking the bus are attractive alternatives to driving. The City will undertake these efforts to contribute to a reduction in regional emissions of air pollution as quantified by instruments which measure pollutants such as particulates, sulfur dioxide, carbon monoxide, ozone and nitrogen dioxide. An example of such an instrument would be the Pollution Standards Index which is monitored by the Minnesota Pollution Control Agency and the Environmental Protection Agency.
- 7.3.2 The City and the Port Authority through regulation, enforcement, and financing agreements will make all reasonable efforts to substantially decrease any negative environmental effects of industry in the city, including air pollution, noise, odors, vibration, and exterior appearance.

Objective 7.4 Water Quality: Drainage Basins, Site Planning and Individual Action

Policies:

- 7.4.1 The City will promote the use of natural stormwater management solutions. The central theme for reducing the ecological impact of storm drainage includes slowing down stormwater to minimize peak flows, allowing pollutants to settle out and promoting infiltration. Some of the techniques used by the City and identified in the Saint Paul on the Mississippi Development Framework are: upland buffers, swales, settling basins, created wetlands and public education on nonpoint source pollution.
- 7.4.2 The City of Saint Paul will adopt design standards for new stormwater ponds as required in the Metropolitan Council's Interim Strategy to Reduce Nonpoint Source Pollution to All Metropolitan Water Bodies. The City will incorporate these standards into its land use controls within six months of the adoption of the City's comprehensive plan. These standards will also be incorporated into the City's stormwater management plan. The Metropolitan Council will be notified when the amendments have been adopted.
- 7.4.3 All projects that go through the City's Site plan review process are required to provide for erosion and sediment control as specified in the

Ramsey County Sediment and Erosion Control Handbook (Zoning Code 62.108).

7.4.4 At this time, the City is not required by the Department of Natural Resources to adopt a shoreland ordinance. The City has existing shore-line regulation for the river pursuant to the state Critical Areas Act, which will be re-evaluated as part of the MNRRRA Tier II Study. The City does not need shoreland development regulations for lakes because all lakeshore property in the City is publicly owned.

7.4.5 The City will develop a stormwater management program in response to the stormwater discharge permit from the Minnesota Pollution Control Agency. The stormwater management program will address structural controls, areas of new development, roadways, flood control, pesticide and fertilizer use, illicit discharges and improper disposal, sanitary sewers, construction site runoff, construction of storm sewers and public education.

7.4.6 The City will incorporate the above or equivalent standards and permit requirements into its local stormwater management plan. This plan will be completed two years from the completion of the Middle Mississippi River Watershed Management Organization's plan.

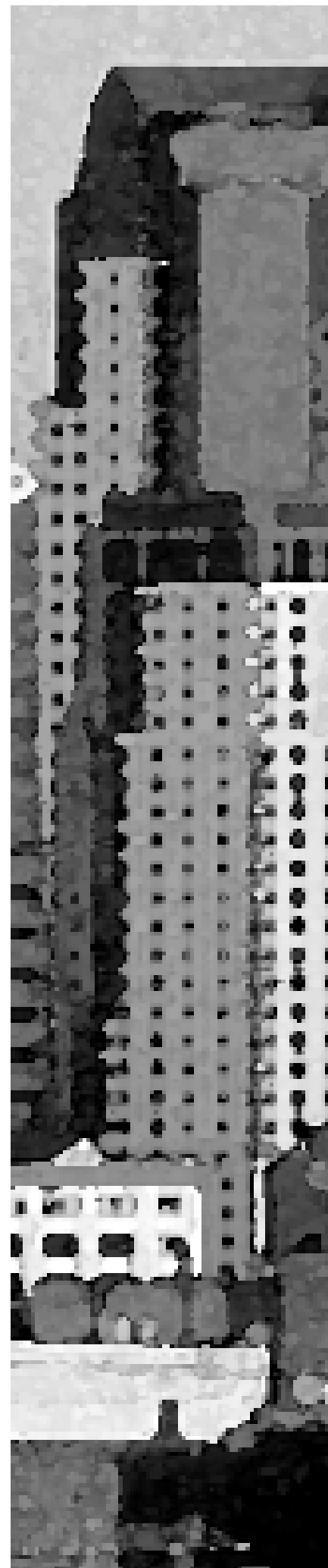
Objective 7.5 Soil Cleanup/Brownfield Reclamation


Policy:

7.5.1 The City will continue to redevelop sites with contaminated soil as rapidly as the funding for soil cleanup and site preparation and the legal steps for acquiring polluted land permit. Roughly speaking there are 1,000 acres of polluted, old industrial sites in the city. Ideally, the City would need about \$20 million dollars per year for the next 20 years to redevelop all of these sites. (Redevelopment costs include acquisition, relocation, and infrastructure as well as land clean-up.) Most of the sites are best-suited to industrial re-use, but a significant number of polluted sites should be transformed to residential or commercial land uses.

Objective 7.6 Airports and Airport Noise

The Metropolitan Airports Commission reduces airport noise impacts through runway design, flight patterns and scheduling, land use planning, and noise insulation programs. Significant and problematic airport land use





impacts for the City include the attractiveness of nearby sites for long-term parking for airport customers and for storage and servicing of rental cars.

The official MSP Airport Noise Policy Area (See Figure W) encompasses a portion of the Highland Park area of Saint Paul in Zone 4, the outer most noise zone described in the Metropolitan Development Guide Aviation Policy Plan as “a transitional area where aircraft noise exposure might be considered moderate.” All of the area in Saint Paul is in the outer portion of this zone which is a one-mile buffer zone. The Policy Plan states “The area is considered transitional because potential changes in airport and aircraft operating procedures could lower or raise noise levels.”

The airport noise zone shows no impact on Saint Paul from the use of Runway 22, the “east-west” runway, not because take offs and landings here have no impact, but because they are so infrequent relative to operations on the other runways. Runway 22 is little-used at times of high-volume air traffic because of conflict with the major “north-south” runways. Flights using this runway are more apt to occur during the night when the disturbance is more serious for a residential area. When this runway is used, a band of neighborhoods through Highland, Macalester-Groveland, and even Summit Hill are affected. It is not possible to mitigate airport noise in these areas through land use changes. No increase in noise impact for Saint Paul is projected from changes in the use of Runway 22, or with completion of the new north-south runway anticipated for 2003.

Holman Field, the Saint Paul Downtown Airport, is an important intermediate airport in the regional system used primarily for corporate aircraft. Facilities for corporate aircraft parking and operations are being expanded, and this use can be expected to grow. A new instrument landing system currently being installed is responsible for some of the recent changes affecting surrounding areas including a revised glide slope (air space that must remain clear of obstructions for landing and take off) and lights at runway extensions. While consideration is being given to updating the airport plan completed in 1992, no significant change in use of the airport is planned for or anticipated.

Helicopter operations by military units at Holman Field have produced some of the most serious noise problems for nearby residential areas. This disturbance has been reduced over the last few years both by reduction in the number of helicopters based here and by replacement of some of the noisiest aircraft with quieter models.

No sites planned for residential development lie within the noise zones for Holman Field. See Figure X. The Ravoli Bluff site lies just outside Zone 4, the transitional zone, at its northern end, and the northeast quadrant of downtown Saint Paul (Lowertown) lies just outside the zone. Airport-

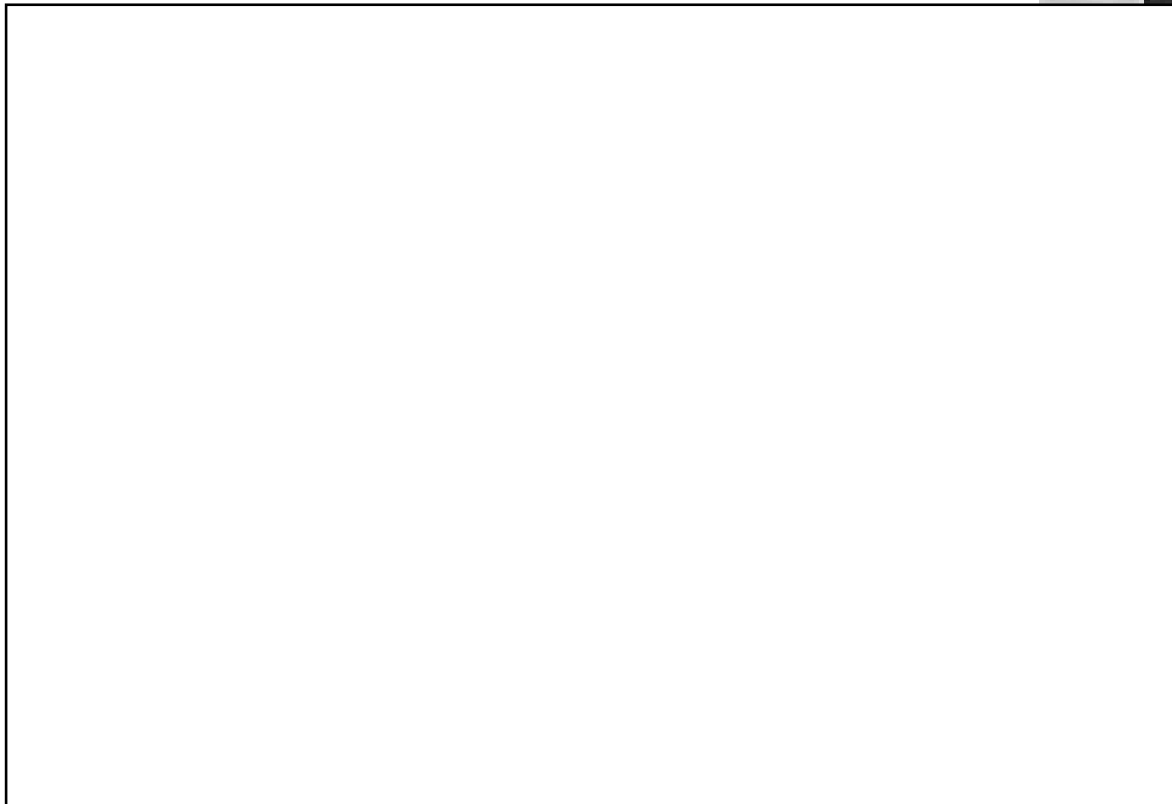


Figure W
Current MSP
Airport Noise
Zones

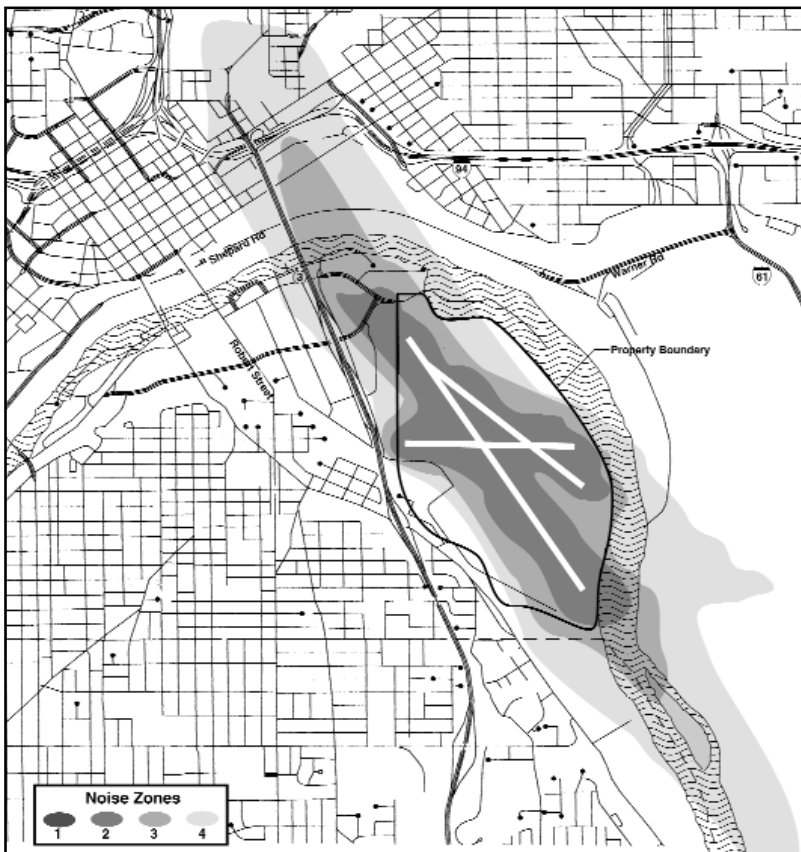


Figure X
Saint Paul
Downtown
Airport Noise
Zones

related noise has not been identified as an issue in planning work with the residential community in Lowertown and should not be a problem for these sites unless the noise pattern changes.

Policies:

7.6.1 MSP and Holman Field airports are both very important to Saint Paul's economy and quality of life. The City supports maintaining and improving them in their present locations with full attention to noise mitigation.

7.6.2 The City encourages the international airport to take the steps it can to ensure improving compatibility with Saint Paul's existing residential and commercial character. Actions should include: 1) restricting new flights over Saint Paul's neighborhoods; 2) enforcing federal noise mitigation requirements on aircraft at MSP; and 3) Locating on-airport space for all car rental storage and service needs.

7.6.3 The City will continue to monitor MSP airport noise impact and any changes in MSP plans that might change the impact on Saint Paul neighborhoods. Support for sound insulation in structures may be an appropriate measure within the noise zone and within the noise pattern for Runway 22's less frequent flights.

7.6.4 Changes in use that might alter the noise zones for Holman Field would be of concern to the City because of the proximity of residential areas including sites for new development.

7.6.5 Current zoning for adjacent areas is generally compatible with the Holman Field airport. An earlier effort to create a special zoning district for airport protection was dropped because of liability for the costs represented by restrictions on use, and no new special zoning is planned. Glide slopes are consulted in the City's review process in any review of development within the airspace.

7.6.6 To ensure an early response to any proposal that would obstruct general airspace, the City will notify the Minnesota Department of Transportation of any proposed construction or alteration that would exceed a height of 200 feet above ground level or exceed the height of an imaginary surface extending outward at an upward slope of 100:1 from the nearest point of an airport runway at the earliest reasonable opportunity and at least 30 days in advance.

Objective 7.7 Access to Solar Energy

State law requires Land Use Plans to address solar energy access. During the 1980s the Planning Commission developed a Zoning Code amendment allowing property owners with solar energy systems to establish solar access rights across their neighbors' property. However, there was so little public demand for solar zoning that the zoning amendment was never adopted. Property owners with solar energy systems apparently were satisfied that the risk of shading was negligible or they could arrange private solar easements with their neighbors.

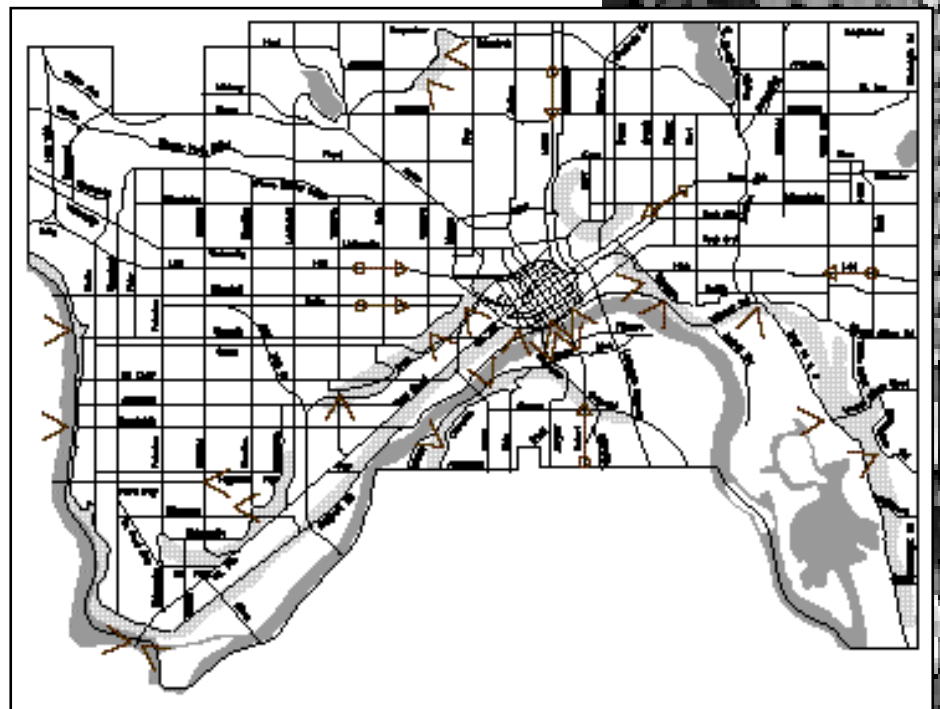
7.7.1 The City supports the conservation of fossil fuels and increased use of solar and wind energy, but does not find a need for municipal regulation of solar access.

Objective 7.8 Visual Beauty

Many features of the natural environment, and of the built environment as well, enhance a sense of place and contribute to well being as long as they remain prominently visible.

7.8.1 The City supports the preservation of views and vistas. Major view-points or corridors are shown in Figure Y. They are further specified in the River Corridor Plan and in area plans.

7.8.2 The City will encourage protection and enhancement of the visibility of architectural landmarks. These may be identified in area plans, including plans for downtown, and many have heritage preservation protection. Some examples are the State Capitol, the Cathedral, St. Agnes and Sacred Heart churches, the Highland Park Water Tower, Torre de San Miguel, Metropolitan State University, Landmark Center and the old breweries.



8.0 Implementation

8.1 Citywide Land Use Map

The Citywide Land Use Map is Figure Z. It is a concept map that conveys policy directions. It does not provide specific land use designations for individual parcels of land.

There are two reasons for not doing a citywide map that is parcel-specific. First, most of the property in the city will simply stay in the same land use category it is now; land use planning apart from the current zoning is unnecessary. (Maintenance and reinvestment may be desirable in these areas, but not changes in land use.) Second, unlike the clear separation of land uses typically found in suburbs, the Saint Paul Land Use Plan seeks to increase the fine-grained mixture of different land uses. Fine-grained land use patterns must be planned and illustrated in neighborhood plans, one small area at a time. To show all of the parcels in the city, the zoning maps divide the city into 44 different sheets. Citywide mapping is too coarse.

8.2 Map Summary of Redevelopment Opportunities Map

The major redevelopment opportunities throughout the city are shown on Figure AA.

8.3 Neighborhood Planning

One of Saint Paul's greatest strengths is the commitment of residents to their neighborhoods. Over the last twenty years, neighborhoods have done many neighborhood plans. Approximately 40 district plans and small area plans have been adopted by the city government as components of the Comprehensive Plan. (Figure AA shows where small area plans have been done.) Many of the plans have been very effective and have led to public improvements and private reinvestment. Now, as the citywide Comprehensive Plan is being updated, it is a good time to reaffirm and clarify the role of neighborhood plans.

The new Comprehensive Plan, according to a change in state law, will be

One of Saint Paul's greatest strengths is the commitment of residents to their neighborhoods.

Figure Z
Land Use Plan Map

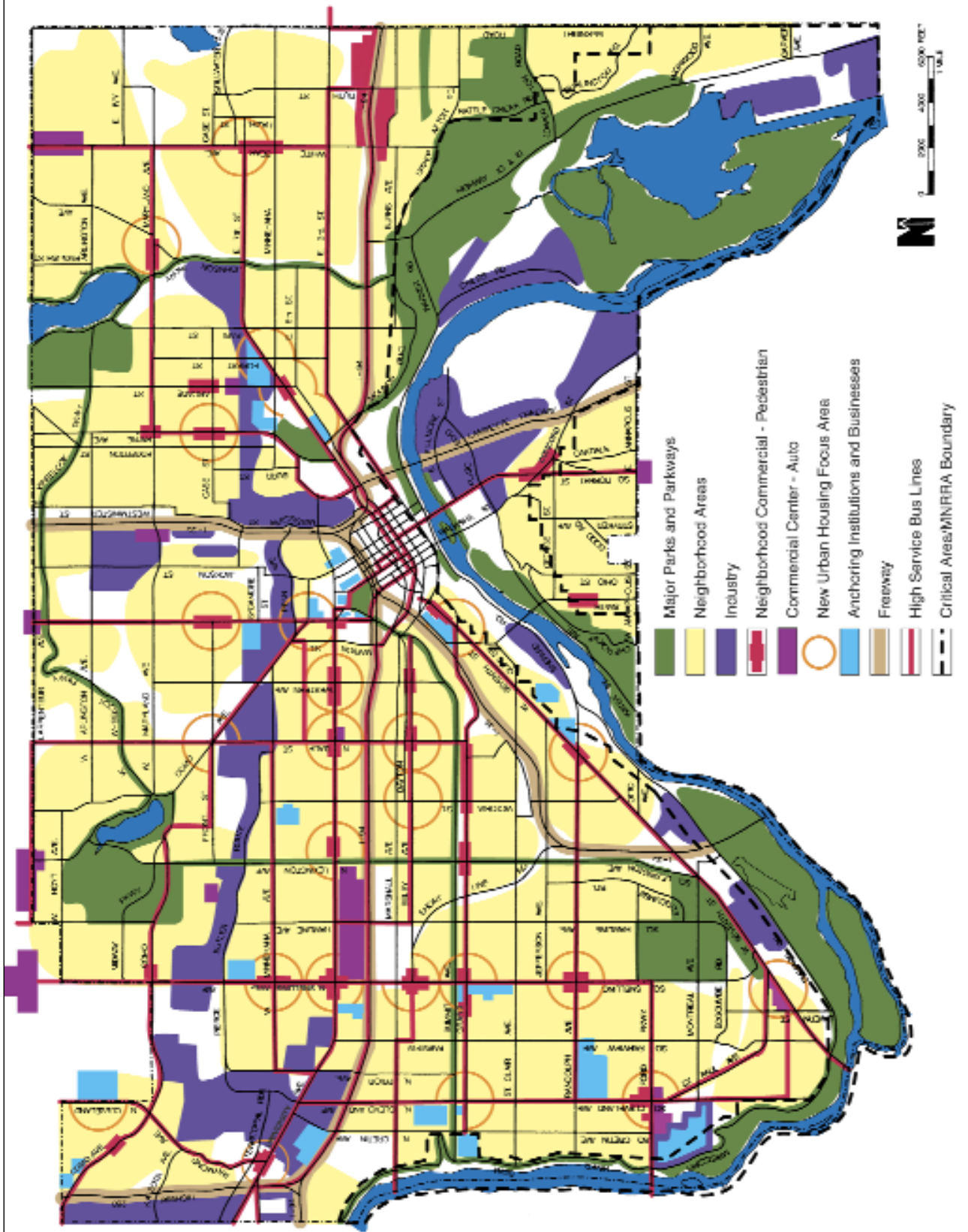
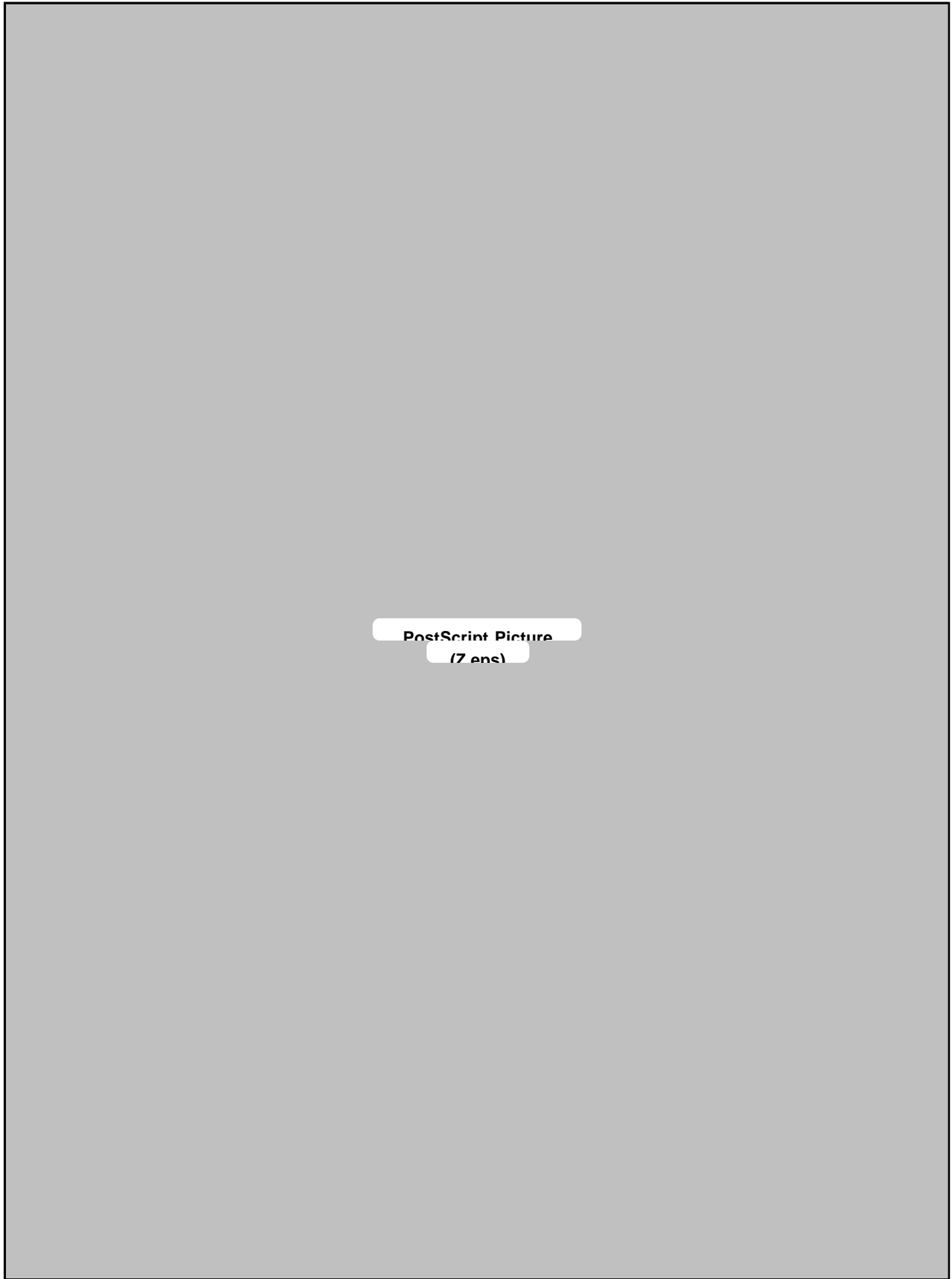


Figure AA
Redevelopment Opportunities Map



stronger. Zoning must be consistent with the plan, and the plan must be updated at least every ten years. Thus, neighborhood plans that are part of the Comprehensive Plan must also be up-to-date and consistent with city-wide plans. Maintaining consistency has become more difficult in the 1990s because, given tight City budgets, more neighborhood plans are being done independently of PED and the Planning Commission. Coordination between city staff and neighborhood planning committees has been looser.

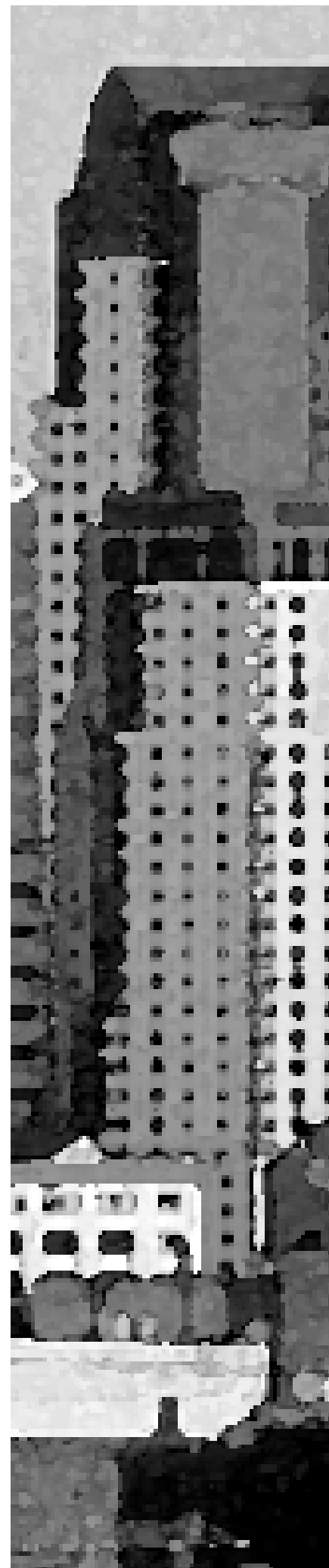
8.3.1 Area (Neighborhood) Plans. Saint Paul's strong tradition of neighborhood planning should continue. Though most are properly "neighborhood" plans, the term "area plan" is used to encompass special district or corridor plans as well. Besides meeting a range of local neighborhood or special area needs, area plans should represent specific application of City development policy to a particular area, and should inform city planning about local needs and opportunities. The Planning Commission will publish guidelines to describe those aspects of City development policy that need to be addressed in area plans. Upon review of an area plan, the Planning Commission will recommend an area plan summary for adoption as an addendum to the Comprehensive Plan.

8.3.2 Area Plan Summaries. The City will adopt summaries of neighborhood or other area plans as addenda to the Comprehensive Plan when recommendations appropriate for the City's development policy are included. The summaries should present an overview of the plans, highlighting those recommendations that refine City land use and other policy for the area and the high-priority actions to be taken by City government. Copies of the full plans will be available at PED for reference.

8.3.3 Planning Commission and City Council Approval. Area plan summaries need to be reviewed and approved by both the Planning Commission and the City Council. The Planning Commission checks plans for consistency with adopted City policies; in the event of policy discrepancies, the Planning Commission will try to resolve the differences and maintain the internal consistency of the Comprehensive Plan. The Planning Commission sends its recommendations to the City Council for adoption.

8.3.4 The following further describe continued area planning:

a. Comprehensive Plan in Two Parts. The citywide chapters of the new Comprehensive Plan will be published as a set. Area plan summaries that are approved by the City as components of the new Comprehensive Plan will be published in a matching ringbinder. The Comprehensive Plan must be manageable in size and format to be widely used, and this can only be done if area plans are in summary form.



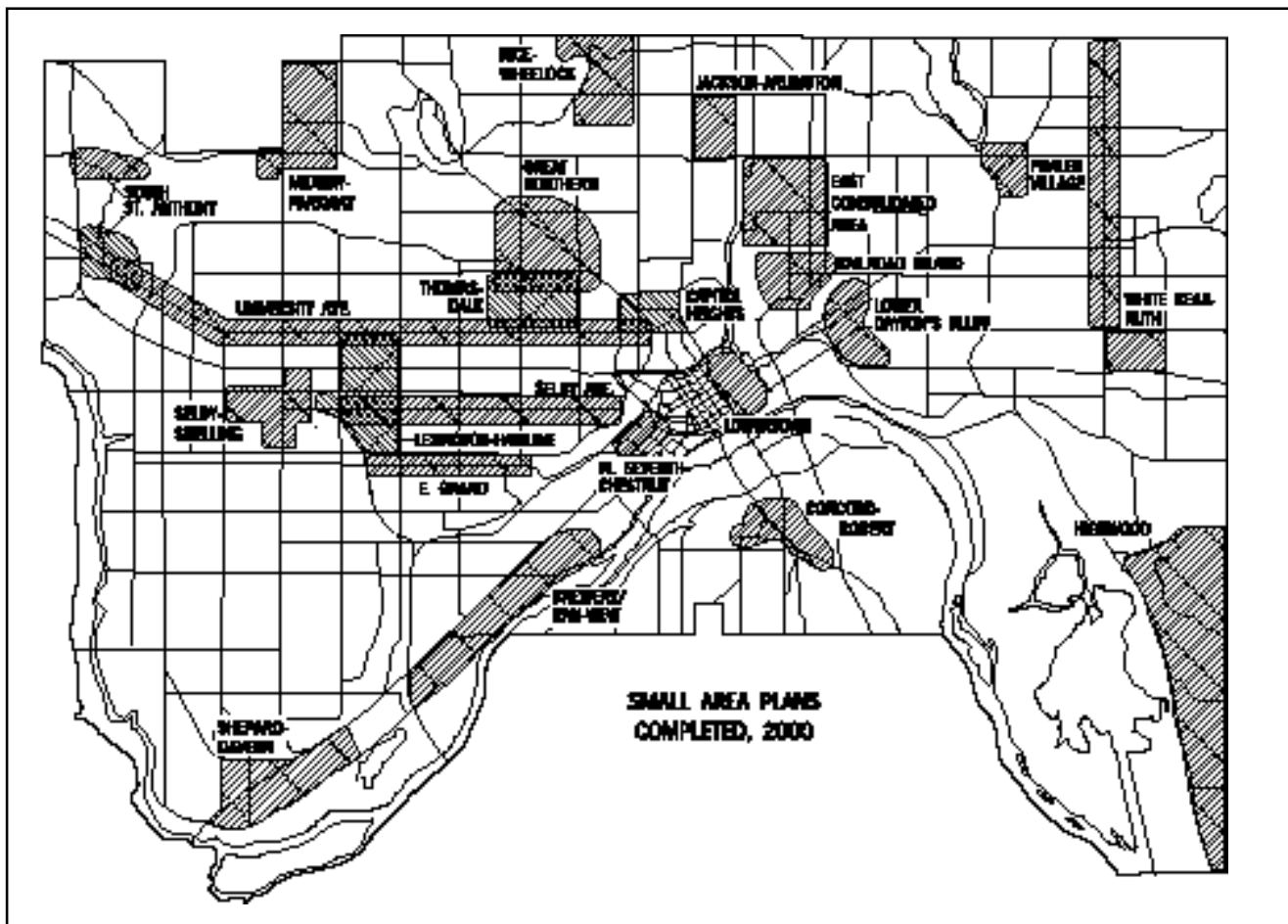


Figure BB
Small Area Plans

b. Previously Adopted Area Plans. Area plans adopted in the 1990s as amendments to the Comprehensive Plan will retain their status as originally adopted until they are ten years old. Plans adopted before 1990 will retain their current status as Comprehensive Plan amendments until a review, updating and summary can be completed. A five-year period (to the end of 2005) is allowed for replacement or deletion of these.

c. Ten-Year Review. Any area plan appended to the comprehensive plan must be reviewed and updated or re-certified by the tenth anniversary of its adoption. The Planning Commission review of an updated plan, or one simply recommended for re-certification, will be the same as for a new area plan summary. In the case of an area plan adopted as an amendment to the Comprehensive Plan prior to 1999, a summary (updated) will need to be prepared for re-certification

d. PED Staff Assistance. Planning assistance for doing new neighborhood plans or for reviewing and summarizing previously adopted ones will be provided by PED staff through normal priority-setting processes. PED works together with community groups in deciding priorities.

8.4 Zoning Code Revisions

Appendix F identifies a number of zoning changes that would implement recommendations in the Land Use Plan. Some of the key changes are:

- ◆ Design standards for downtown urban villages
- ◆ A zoning district for new urban villages outside the downtown
- ◆ Design standards for pedestrian-oriented neighborhood commercial centers
- ◆ Rezoning along the River Corridor and the other redevelopment corridors, when ready
- ◆ Rezoning for new housing development

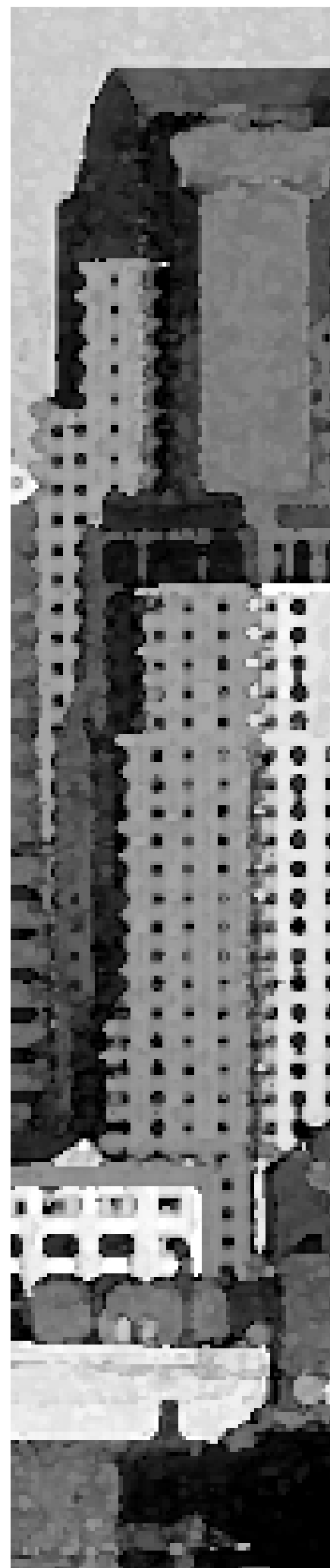
State law provides that zoning must be made consistent with the new Comprehensive Plan within six months of the plan's adoption, putting the zoning deadline in mid-1999. Some types of rezoning may be done that fast, but realistically, it will take the City several years to get some of the zoning text amendments done that are proposed in this plan.

8.5 Capital Improvements

Many of the redevelopment and neighborhood revitalization proposals in this plan will require capital improvement investments by the City. The list below is incomplete, but it suggests the type of public investments that will be needed to carry out recommendations in this plan.

- ◆ Phalen Boulevard
- ◆ Riverfront improvements/urban village infrastructure
- ◆ Stormwater settling basins, ponds, other low-impact techniques
- ◆ Housing site redevelopment
- ◆ Neighborhood commercial center streetscapes and infrastructure
- ◆ Bus system amenities
- ◆ Major transit system investments
- ◆ Industrial redevelopment infrastructure, e.g., Pierce Butler extension, other truck routes for Great Northern Corridor
- ◆ Downtown streetscape improvements
- ◆ Continue trail system development

8.5.1 The Planning Commission will continue to support the Capital Improvement Budgeting process and the work of the Capital Improvement Budget Committee by revising the Capital Allocation Policy for the 1999 funding cycle. Revision should include simplification of the policy for greater effectiveness and priorities which will further implementation of the updated Comprehensive Plan.



8.6 Intergovernmental Action

Many recommendations of this plan require intergovernmental coordination and funding:

- ◆ State/metro infrastructure investments to strengthen central cities
- ◆ Housing subsidies changed or compensation from state level to communities carrying the costs of affordable housing
- ◆ Brownfield reclamation
- ◆ Urban transportation and ISTEA funding
- ◆ Public transit systems investment
- ◆ State government offices—locations in Saint Paul
- ◆ Livable Communities Program
- ◆ School sites as a neighborhood revitalization investment
- ◆ Metro greenways program of DNR

8.7 Urban Design

All of the work done on the *Saint Paul on the Mississippi Development Framework* has given city leaders a fresh appreciation for the role urban design can play in providing vision for the City and in executing details.

8.7.1 The City will support the Design Center as a primary means for implementation of the vision articulated by the *Saint Paul on the Mississippi Development Framework* with a high level of attention to the Framework's urban design principles.

8.7.2 The City will continue to encourage improvement of safety through design as outlined in *Design for Public Safety*.

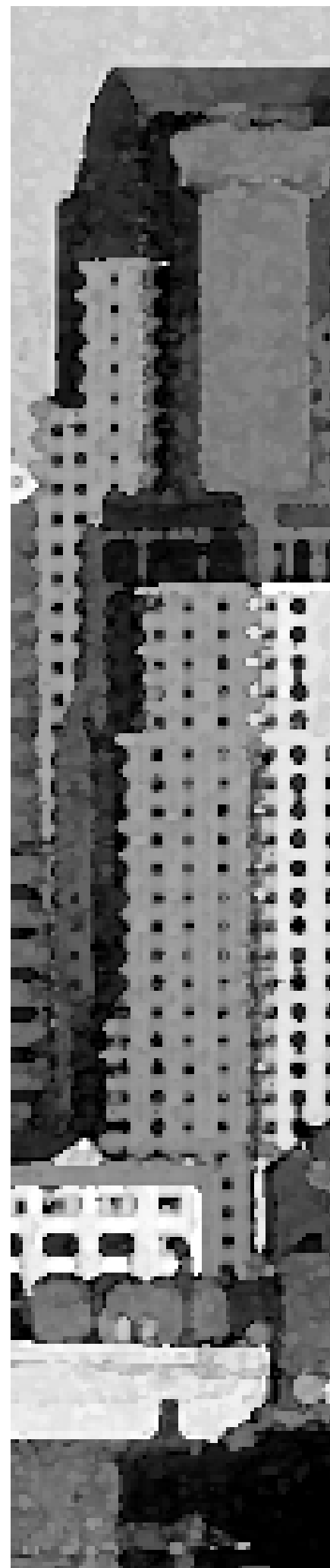
8.7.3 The City will expand use of design guidelines in its site plan review process as a means of implementing design policies adopted through small area planning and other special area design studies. Implementation of Design District capability, allowing stronger enforcement of design guidelines, should be explored if further experience with guidelines in the site plan review process is not satisfactory.

8.7.4 Improvement of neighborhood and special district quality should be further supported by:

- ◆ Continued support of heritage preservation measures,
- ◆ A zoning district for new urban villages outside of the downtown,
- ◆ Design Standards for pedestrian-oriented commercial centers,
- ◆ Rezoning along the river corridor and the other redevelopment corridors when ready, and
- ◆ Rezoning with appropriate community planning for new housing development.

8.8 Other Land Use Amendments

In addition to area plans addressed above, the Land Use Plan may be further specified by amendments adopted for resolution of particular land use issues. The University of St. Thomas Campus Boundary Plan adopted in 1990 is such an amendment. It is included in this plan as Appendix D.



9.0 Appendices

Appendix A. Land Use Trends and Assumptions

1. Growth in city population, households, and jobs. Saint Paul needs to plan for more growth between 2000 and 2020 than the city has had in the 1980s and 1990s. For the Twin Cities region, the State Demographer and the Metropolitan Council project 650,000 additional people (for a total population of 3.1 million) and 330,000 additional households between 1995 and 2020. The metropolitan growth strategy based on the regional projections suggests that Saint Paul plan for increases of at least 22,000 people, 9,000 households, and 13,000 jobs in Saint Paul (over a 1990 base) by the year 2020. The Saint Paul Planning Commission agrees with the household projection as a basis for planning, but has set a higher target for jobs of 18,000. Following is the City's forecast which shows the magnitude of growth that forms a basis for this plan:

	Total 2000	2010	Total 2010	2020	Total 2020	Change 2000-2020
Population	276,000	+11,000	+287,000	7,000	294,000	18,000
Households	112,000	+4,000	+116,000	3,000	119,000	7,000
Employment	188,000	+16,000	+204,000	6,000	210,000	22,000

2. Attracting people and business to the city. In simple terms, people, businesses, and institutions should be attracted to live, work, and invest in Saint Paul because they like the quality of city life here and they have confidence in the city's future.

3. Metro support for revitalizing the urban core. For Saint Paul to meet the growth projections, Metropolitan Council support is necessary. The Metropolitan Council's "Metro 2040" plan, which projects an estimated \$1.6 billion savings in infrastructure costs, calls for more compact development patterns, revitalization of the urban core, and targeting certain areas for job development.

4. Shrinking financial role of public sector in redevelopment. Public programs that subsidize redevelopment (CDBG, URAP, HOME, Livable Communities, etc.) have received smaller and smaller shares of public budgets over the past decade. Now redevelopment requires partnerships with multiple stakeholders and investors and greater market discipline.

*Actual 2000 census: Population = 287,151, Households = 112,109, Employment = 188,134.

5. Fewer freeway and sewer extensions; higher infrastructure maintenance costs. As the metropolitan infrastructure ages, it will require more maintenance and replacement. Fewer resources will be allocated to expansions of highways and sewer systems.

6. Continued reliance on the automobile, but with a counter trend toward walking, bicycles, and public transportation. Major retail, office and industrial sites must have good vehicular access and parking. In older neighborhoods, local retail can do well with smaller parking lots beside and behind the commercial buildings.

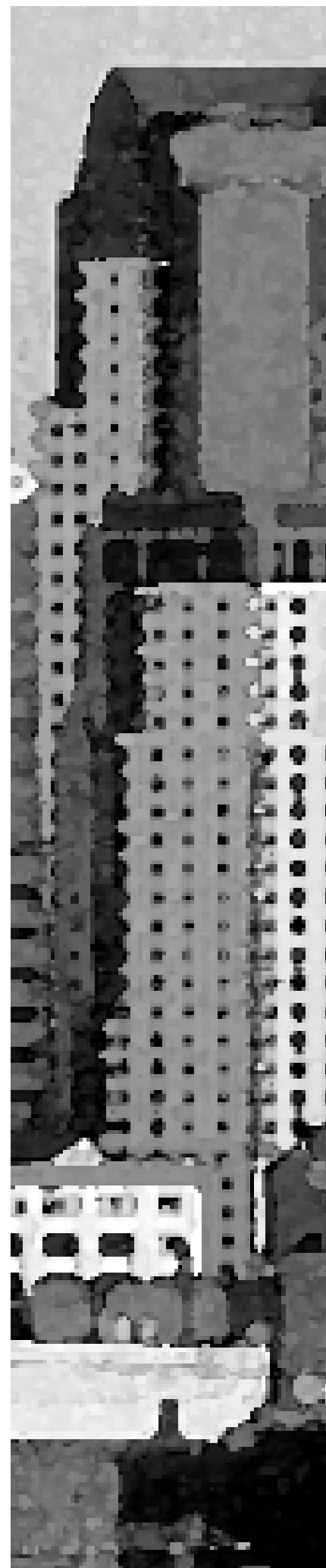
7. More mixed use development based on “New Urbanism” principles. In the contemporary search for community, there is a rising awareness that physical planning for whole communities should draw together a mixture of land uses in close proximity, strengthening the “urban village” pattern.


8. Higher public awareness of river ecology. Environmental knowledge and awareness continue to grow, placing more attention on the balance between urbanization and natural systems.

9. Continued industrial park redevelopment. Port Authority industrial sites have been in steady demand and represent the most continuous urban redevelopment program in the city. There will continue to be strong demand for clean industrial land with good truck access.

10. Continued growth of office employment both downtown and in homes. If the Minnesota economy continues to be healthy, downtown Saint Paul can capture its share of office growth by offering a special sense of place (East Coast or European features such as narrow streets, small blocks, and human scale) that is different from Minneapolis and virtually the opposite of suburban centers. On neighborhood commercial strips many stores have been converted to office space. There is a strong trend toward home-based businesses and of live/work housing designs.

11. Steady neighborhood retail demand and volatile “big box” retail market. In neighborhood locations, smaller shops can be successful on specialty items and in special market niches (for example, ethnic foods and products). The vacancy rate in neighborhood commercial space is low in comparison either to previous years or to most Eastern or Midwestern cities. In the discount and big box retail segment, Saint Paul has less than its market share, especially given the city’s moderate-income population; but these businesses seem to be risky. Retail in the downtown seems to depend primarily on the number of downtown employees and residents.





12. Some institutions are growing, others are contracting. State government continues to rebuild and relocate offices even though there is little overall growth. Colleges and other educational institutions continue to grow. Public schools at all levels need more space due to the children of baby boomers and immigrants. Hospitals have undergone great changes. Nonprofit agencies have multiplied and occupy a lot of neighborhood commercial space.

13. Growing opportunity for new urban housing. Regionally, as the population ages, there is a growing demand for urban housing for smaller households, empty nesters, and live/work lifestyles. In Saint Paul, there are growing numbers of younger immigrant families who may want to buy homes in the city and whose presence as an ethnic community would add to the stability and vitality of their neighborhoods. There is a large demand for low-income housing, which sometimes competes with neighborhood reinvestment objectives.

14. Significant need to increase the city tax base. The Saint Paul property tax base per household is among the lowest in the metropolitan area. The School District, Ramsey County, and the City all share the need to raise values downtown, in commercial and industrial areas, and in neighborhoods with depressed values.

15. Need for workforce development and more jobs. Even though the city had 192,000 jobs in 1996, the highest number ever, poverty is a major problem in the city. With welfare reform, hard-to-employ people urgently need work readiness skills, training, and jobs. If old industrial sites are redeveloped and the downtown grows, Saint Paul could add 18,000 jobs between 1990 and 2020.

16. Immigration continues, but the Southeast Asian share will taper off. Over 30,000 Southeast Asians now live in Saint Paul, and this number may rise to 40,000 in ten years. Immigration rates are high nationally, so Saint Paul will continue to receive a share.

17. Integration of schools, public safety, and quality of life factors. Good land use planning is one of many factors that contribute to the health and strength of the city. Physical, social, and economic development need to be better connected in the city.

Appendix B. Existing Land Use and Projected Change

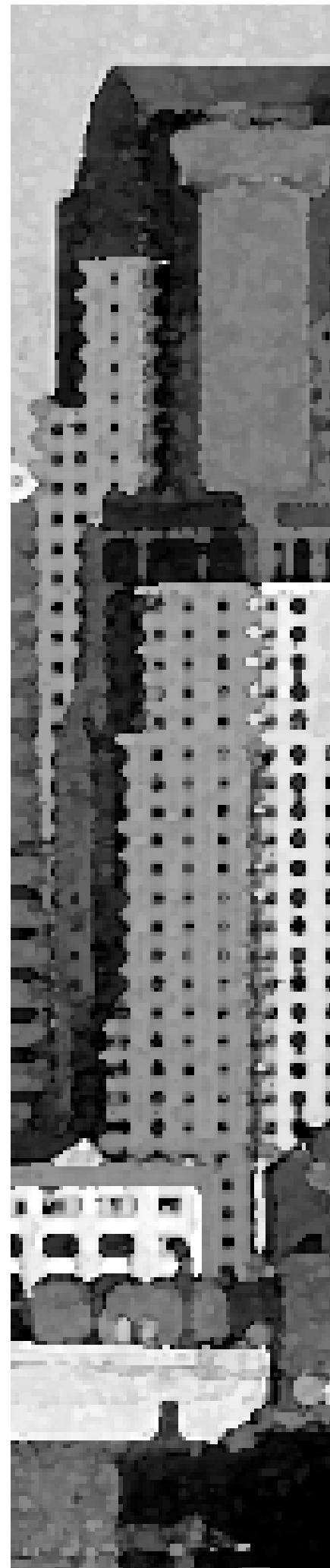
This best-available data on existing land use is from a 1988 survey updated with significant known changes to 1998. An existing land use map, not included in most copies of this plan, is available from PED.

Land Use Change, 1999-2020					
Land Use	1999			2020	
	Acres	% of Total	Net Change	Acres	% of Total
Residential, Total	12,541	34.7		12,878	35.7
Residential, Single Family &	10,977		154	11,131	
Residential, Multi-Family	1,564		183	1,747	
Commercial	1,528	4.2		1,528	4.2
Industrial	4,817	13.3		4,817	13.3
Public and Institution	3,046	8.4	50	3,096	8.6
Airport	795	2.2		795	2.2
Parks and Open Space	5,177	14.3	16	5,193	14.4
Rivers, Lakes, Wetlands	3,472	9.6	15	3,487	9.7
Environmental Protection	2,734	7.6	100	2,834	7.8
Vacant	1,866	5.2	-518	1,348	3.7
Other	142	0.4		142	0.4
Total	36,118			36,118	

The most significant changes anticipated in land use over the next twenty years are: 1) shifts from vacant land to residential and industrial or commercial/industrial uses; 2) intensification of uses within current use classifications such as updated industrial use, higher residential density, more intensive use of prime business areas including downtown; and 3) more mixed use. Under the policies established, these changes will represent accommodation of a larger share of regional increase in households and economic activity; strong economic revitalization of the city's downtown and major business areas including the Midway; steady progress in recycling of underused and polluted industrial land; strengthening of traditional neighborhoods under urban village principles, intensification of uses in corridors to support more effective transit, and some shift away from industrial uses in the river corridor in favor of restoration/appreciation of the corridor's natural character and new access for compatible activity.

Residential Land Use

An increase of some 204 acres in residential use will come mostly from the vacant category. The Koch Mobil site is the largest single site where residential (mixed use) development can be anticipated. Development of this site would represent a transformation of 65 acres of land presently



seriously polluted from former industrial uses. The following table shows anticipated residential development by major geographic divisions. Actual intensity of development will depend on a number of factors including both refinement of land use and density specifications in small area planning and market experience.

Projected Residential Development by 2020 by Sub Area					
Area	Sites	Major (Units)	Infill (Units)	Net New (Units)	Acres Added
Downtown and Riverfront		3,000		3,000	100
District 1,3 except river flats		100	60	160	13
Districts 2, 4, 5		500	120	620	33
Districts 6, 7, 10, 11, 12		720	200	920	36
Districts 8, 9, 13, 14, 15, 16		700	300	1,000	47
Accessory Apts. city-wide				300	
Total		5,020	680	6,000	229

Residential Development Opportunities to Fulfill the City's Share of Metropolitan Housing Growth

◆ **PED'S Northwest Quadrant of City Target for Net New Housing Construction: 900 units**

- Some Potential Major Sites:
- Burlington Pond
 - Como-Mackubin
 - Frogtown scattered sites
 - Larpenteur-Cohansey
 - Oakland Village scattered sites
 - Rice-Arlington
 - Snelling-Brewster high-rise
 - Troutbrook-Jackson
 - Raymond-Energy Park
 - Raymond-University
 - Capitol Heights

◆ **PED's Northeast Quadrant of City Target for Net New Housing Construction: 500 units**

- Some Potential Major Sites:
- 3M Distribution Center
 - Cemstone
 - West of Harding High School
 - Hazel-E. Fifth St.
 - North Arlington Ave.
 - Phalen Village
 - Rivoli Bluff

◆ **PED's Southwest Quadrant of City Target for Net New Housing Construction: 800 units**

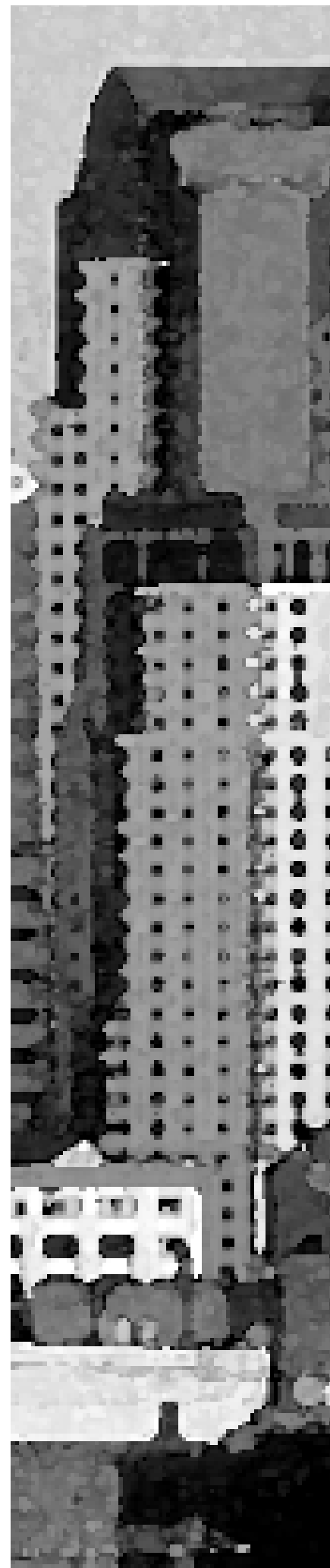
- Some Potential Major Sites:
- ADM site
 - Holm and Olson
 - Koch-Mobil
 - Shepard-Davern
 - Selby Ave./Summit University
- scattered sites

◆ **PED's Southeast Quadrant of City (Includes Downtown) Target for Net New Housing Construction: 3,100 units**

- Some Potential Major Sites:
- North Quadrant
 - Lowertown/River Gardens
 - Harriet Island Urban Village
 - South Wabasha Bridge Head
 - Highwood sites
 - Esplanade site
 - Other downtown sites

Residential Densities

The wide range of residential densities in Saint Paul neighborhoods includes 2 - 3 units per acre in suburban-style development in the Highwood area, 5-8 units per acre in more solidly single-family areas with 40-60-foot lots (Macalester Groveland, Como, Hazel Park), 10-15 units per acre in many traditional neighborhood blocks with 40-foot lots, a number of duplexes and 3-story apartment buildings facing major streets (Hamline-Midway, the West Side), 30+ units per acre for some blocks which combine apartments facing Grand Avenue with large single family homes facing Summit Avenue, and 40-60 units per acre at the largest multi-family structures. In spite of the significance of the number of new housing units projected to accommodate more of the region's growth, impact on the overall density for the City will be slight. Increases in residential density that are locally significant can be expected downtown, and on key riverfront sites. At scattered locations near neighborhood business centers and transit routes, attached-unit development that can be anticipated is in the 10-15 unit per acre range. Market experience indicates that the same is true for downtown and river front "urban village" sites, though substantially higher densities could be realized at some downtown sites and in the University Avenue corridor.



Industrial Land and Employment Related Land Uses

Most projected job growth will occur through intensification of activity in areas already in business and industrial use. Industrial development in industrial parks opened by the Saint Paul Port Authority has averaged approximately 30 acres per year since 1960 and continues at about that rate during the 1990s. A current list of identified sites of 10 acres or more with varying degrees of potential for industrial redevelopment totals just over 1,000 acres. Smaller identified sites add 62 acres. Most of this land is currently underused but classified as industrial. Approximately 265 acres of the total inventory is currently classified as vacant land, though 180 acres of this in the Pig's Eye Lake area will more likely be preserved as open space.

Industrial redevelopment is projected to continue at the rate of some 30 acres per year. Both the inventory of land with redevelopment potential and demand for land would support more rapid growth. The primary constraint on the rate at which underused and/or polluted land can be recycled to productive use supportive of city and regional growth objectives is the limitation on available resources for site preparation, including site assembly, infrastructure construction, and pollution remediation.

ANTICIPATED INDUSTRIAL DEVELOPMENT, INDUSTRIAL PARKS AND IDENTIFIED SITES

Site	Acres
Navy	15
Maxson Steel/	
Dale Street Shops	50
Arlington-Jackson	14
Williams Hill	40
Phalen Corridor	60
Total	179

The table at the left shows where industrial development/redevelopment will most likely occur in over the next five years.

Some shifts will occur in industrial land, but subtractions and additions to the total supply could balance over the period. A reduction of industrial land in the range of 140-170 acres is anticipated in the river corridor.

Other employment-related redevelopment will represent, for the most part, intensification of uses without a change in their land use category, as well as some greater intermixing of uses. Significant change by land use category cannot be projected.

Appendix C. Summary of Zoning and Other Regulatory Changes Proposed in the Land Use Plan

1. Review Zoning Code to support new urban villages and enhance flexibility at large-scale redevelopment sites:

Downtown in B-4 and B-5 zones. Full range of land uses is already permitted. Design guidelines can be advocated by the Design Center. Design guidelines can usually be implemented by the HRA through redevelopment controls.

New urban villages outside the B-4 and B-5 zones. A new “Urban Village (UV)” zoning district should be created. It would be a combination of permitting mixed use, setting design guidelines, and providing an efficient process for public review.

2. At existing urban village (neighborhood) centers: (a) review opportunities to create more multi-family zoning; (b) reduce parking requirements for new development, perhaps by 20 percent; (c) require new commercial buildings to be built out to the sidewalk—e.g., at least 40% of the lot frontage to be built within ten feet of the front lot line; (d) require parking lots to be built to the side and rear—e.g., no more than 60 percent of the lot frontage can be occupied by parking.

3. Decide whether any of the downtown design guidelines from the *Saint Paul on the Mississippi Development Framework* (pp. 38-48) should be put into the Zoning Code, e.g., “extroverted” building design with doors and windows facing the sidewalk; design at downtown “gateways” and along “prime edges,” buildings of appropriate scale, etc.

4. Make zoning map revisions along: (a) the River Corridor; (b) University Avenue Corridor; (c) Phalen Corridor; (d) Great Northern Corridor; (e) Riverview Corridor.

5. For developable sites along freeways and major arterial streets, rezone land now (1999) if the desired future land use is known. For sites where the future land use is not known, the land can be designated as a “study area” and the current zoning can be left in place.

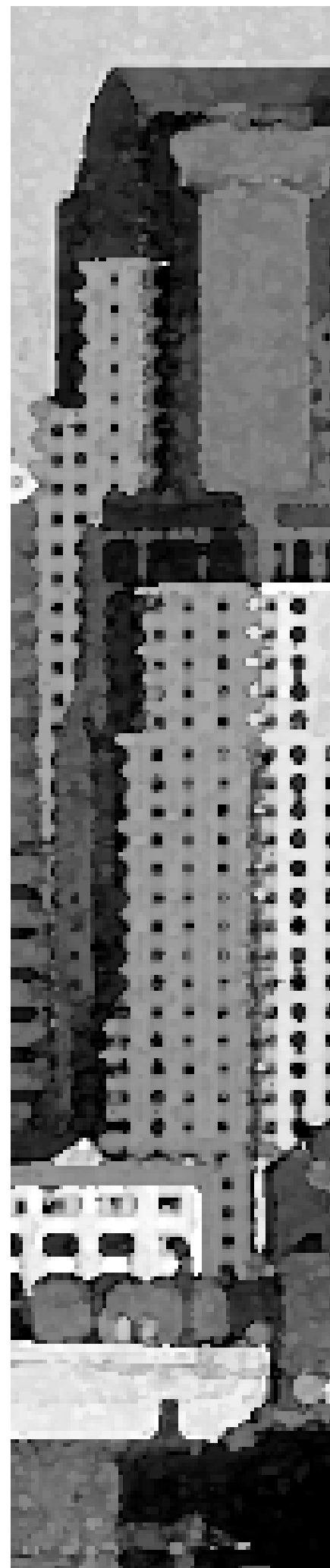
6. Rezone land for residential development when the Planning Commission’s work with district councils identifies sites and appropriate zoning categories for them.

7. Propose an accessory apartment ordinance to permit “mother-in-law” apartments in homes greater than 2,000 square feet if it is determined that the provision can be restricted to owner-occupied homes.

8. Enact higher tree planting standards in the River Corridor and maybe in the proposed greenway corridors.

9. Add a general provision to the zoning code requiring notification of MnDOT for any proposed construction exceeding 200 feet in height for protection of general air space.

10. Study alternatives and propose amendment to the zoning code which would distinguish between small and large trucking operations. Consider alternatives such as special restrictions on large trucking firms and propose



an amendment that will limit large low-employee-density trucking use of industrial land. The proposed amendment should act to make consistent, with regard to trucking uses, the zoning code and high density employment requirements outlined in Appendix A of the Land Use Plan and Policy 24 of the Summary and General Plan addressing intensive use of industrial land.

Appendix D University of St. Thomas Campus Boundary Plan

(Adopted by the Saint Paul City Council as an amendment to the Comprehensive Plan on November 20, 1990)

Background

Following adoption of Zoning Code amendments regulating colleges in St. Paul in April of 1989, the Planning Commission developed a special condition use permit for the College of St. Thomas that creates a regulatory framework for future development of the campus. The permit includes the concept of a definitive, long-term boundary for the campus. The purpose of this amendment to the City's Land Use Plan is to incorporate the potential boundary concept into the City's land use policy.

Campus Boundary Concept

The traditional College of St. Thomas campus, which has been in existence for over 100 years, is bounded by Summit, Cretin, Selby, and Cleveland Avenues. In 1987, St. Thomas purchased the majority of the St. Paul Seminary Campus bounded by Summit, Cretin, and Goodrich Avenues, and Mississippi River Blvd. The Seminary retained a small seven-acre campus at the northwest corner of this area. Prior to this major acquisition, St. Thomas had also acquired some properties on the blocks south of Summit Ave. Between Cleveland and Cretin Avenues, which it has used for college purposes over the years. These properties include the Christ Child and McNeely buildings on Summit Ave. (office/classrooms), 30-32 Finn St. (offices), the President's House and the Alumni House on Summit, and several other properties on Grand east of Finn St. (used for offices, surface parking, and rental housing).

In establishing a current campus boundary for St. Thomas in its special condition use permit, the Planning Commission determined that the two main campus areas (see map, Areas A and B), plus all of the properties currently owned by St. Thomas in the block south of Summit Ave. and east of Finn St. (Area C on map), should be included within the campus boundary.

The remainder of the two-block area south of Summit is appropriate for future expansion of the St. Thomas campus (shaded area on map). This total area is to be considered as the definitive, long-term campus for the College of St. Thomas. Expansion beyond this area should be considered contrary to city policy.

Objectives

The goal of the Planning Commission's College Zoning Committee has been to minimize conflicts between residential and institutional uses, and promote the long-term stability of the neighborhood as a whole. The committee finds that the two-block area south of Summit between Cretin and Cleveland Avenues where the College has already acquired considerable property is a reasonable area for expansion of the campus, particularly if recognition of potential expansion here is coupled with a commitment to limit expansion to this area.

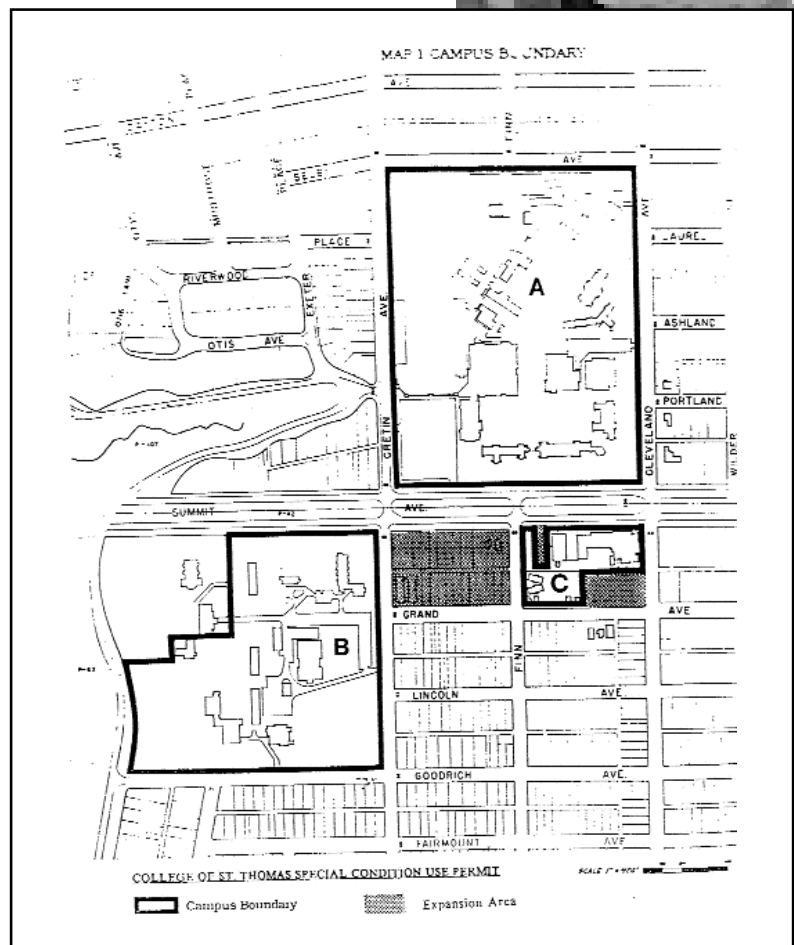
The Committee also finds that the block west of Finn Street contains considerable property that is presently solid residential area, primarily single family. In recognizing the potential expansion, the committee also affirms the importance of maintaining the residential character of this block until such time as substantial conversion to campus use is to be made.


Policy

Property in the two-block area south of Summit Avenue, east and west of Finn Street not presently included within the official boundary of the campus of the College of St. Thomas is appropriate area for future expansion of the campus. Further modifications of the campus boundary to include portions of this area shall be made on the basis of specific development plans. These shall include provisions, including appropriate building setbacks and other buffering, to protect the residential character of any substantial remaining non-college residential uses in the area.

February 2002 Update to Appendix D

The City Council is adopting the new city-wide Land Use Plan pursuant to the Metropolitan Land Planning Act. The 1990 policy regarding the campus boundary of the University of St. Thomas is being carried forward into the new plan because



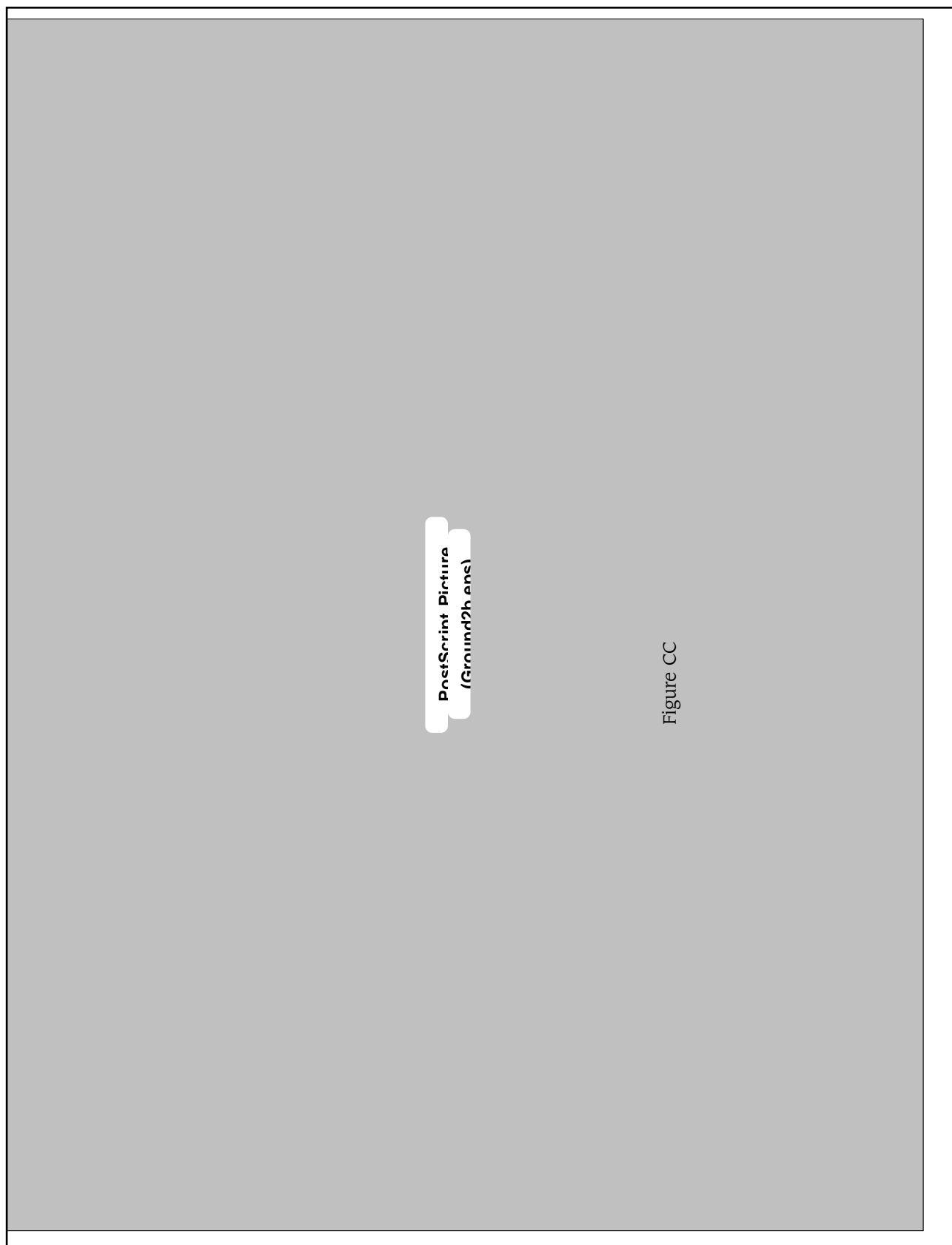


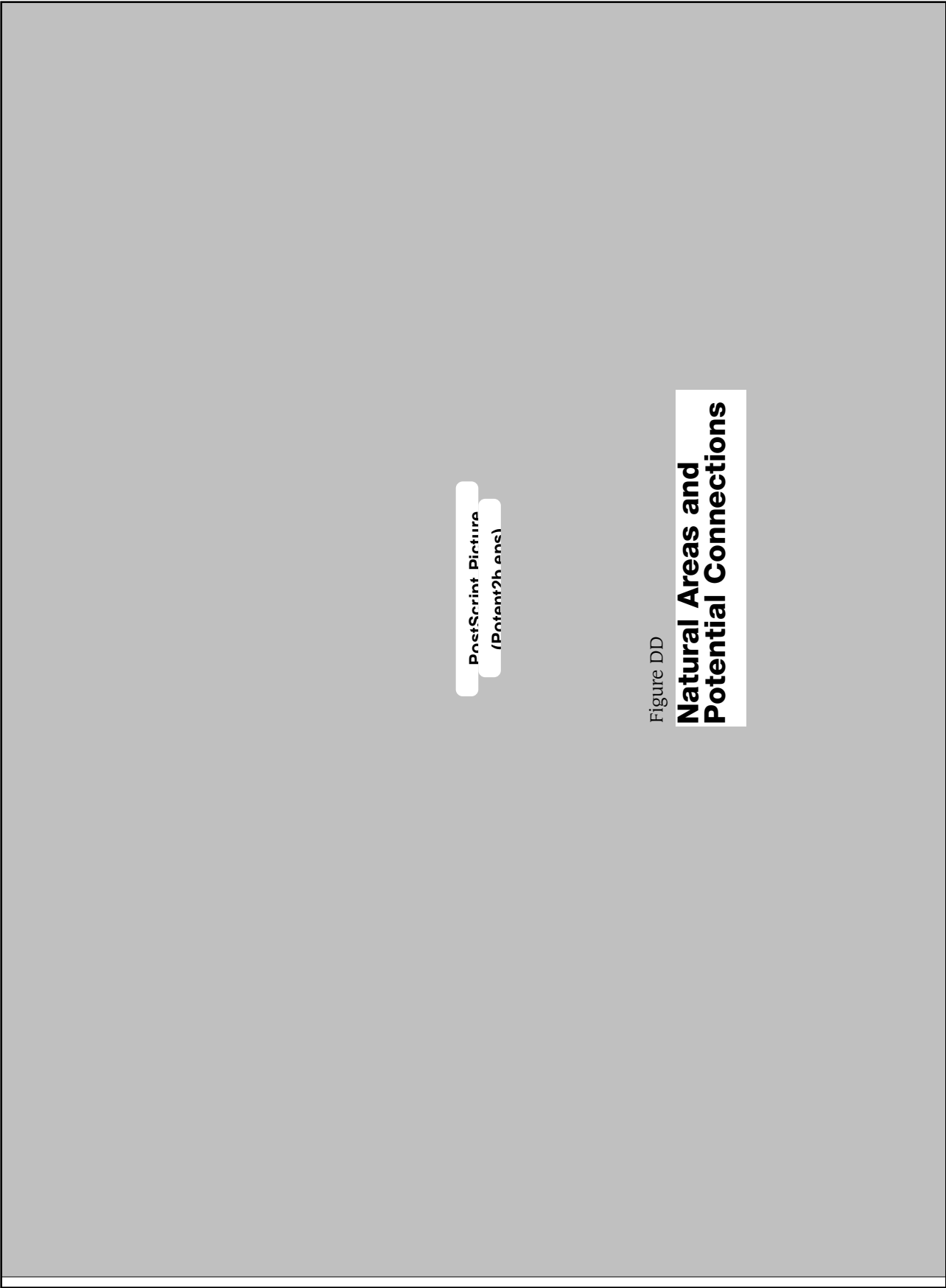
the Planning Commission and the City Council have not yet restudied the whole issue or made any changes in the policy. The continuation of this policy in the Comprehensive Plan of 2001 is not to be interpreted as a new action by the City Council or as an endorsement of the proposal for campus expansion that the University of St. Thomas announced in 2000, which has been the subject of an Environmental Assessment Worksheet during 2001.

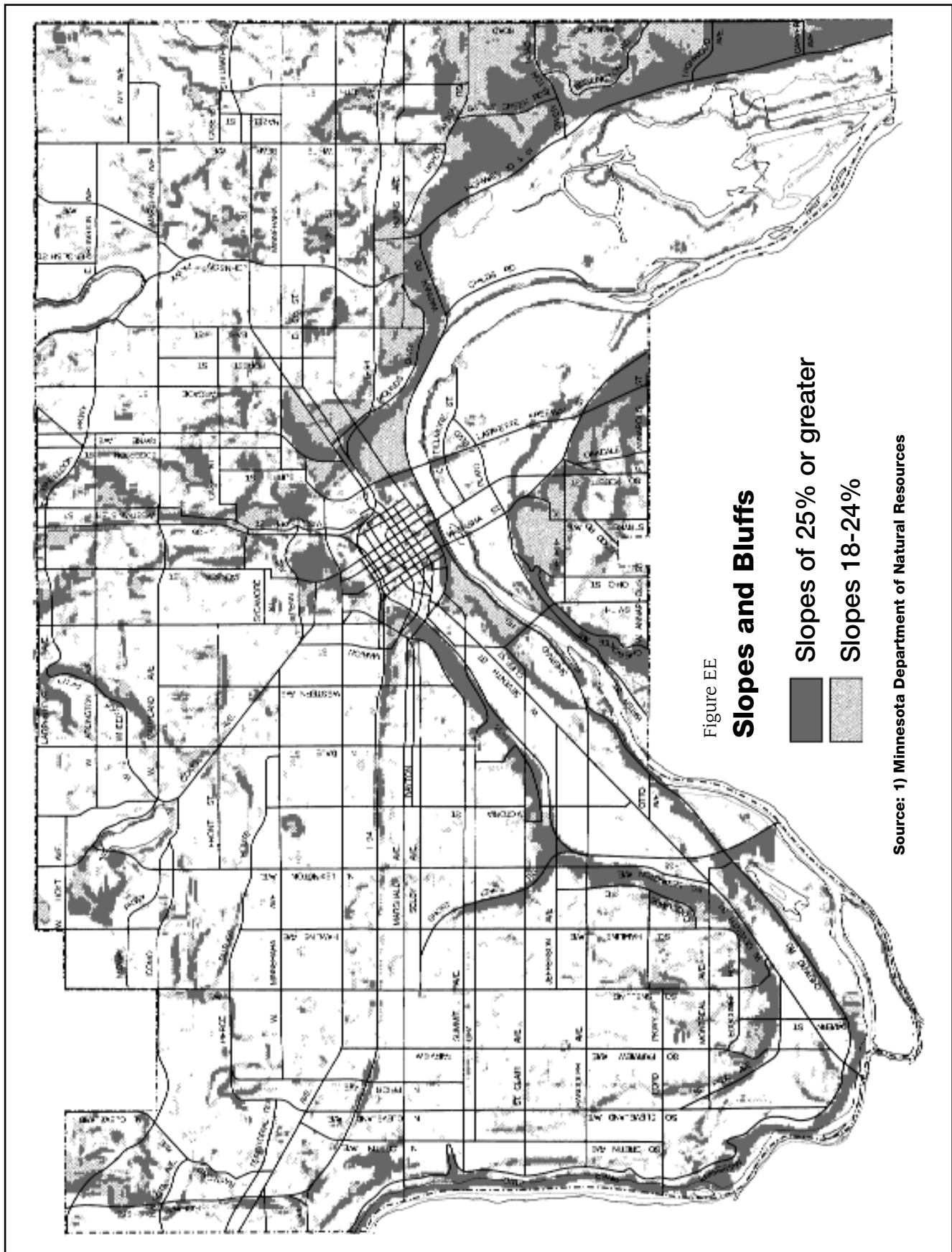
In 1990, the Land Use Plan policy was one of three actions that the City Council took in relation to the University of St. Thomas' plans for future expansion on the south side of Summit between Cleveland and Cretin Avenues. The actions were:

- ◆ Establishment of Summit Avenue West Heritage Preservation District on March 1, 1990
- ◆ Approval of Land Use Plan amendment (Appendix D above) on May 3, 1990
- ◆ Approval of University of St. Thomas Special Condition Use Permit on May 22, 1990

Appendix E. Sensitive Resources







Appendix F. Saint Paul Sewer Plan: Tier I Requirements

This technical appendix includes the following:

- ◆ Adopted community forecasts of households and employment
- ◆ Map: sanitary sewer interceptor service areas Management of Inflow and Infiltration
- ◆ Map: sanitary sewer regulators
- ◆ Management of Onsite Wastewater Disposal Facilities
- ◆ Map showing existing onsite wastewater disposal facilities

Community forecasts of households and employment

	2000	2010	2020
Population	276,000	287,000	294,000
Households	112,000	116,000	119,000
Employment	188,000	204,000	210,000

Wastewater Flow Projections

Citywide wastewater flow volumes

1990	16,743 million gallons
2000	14,400 million gallons
2010	13,200 million gallons
2020	12,400 million gallons

Intercommunity Flows

St. Paul has approximately 80 properties (listed below) on the borders of the City which have sanitary sewer service provided by neighboring communities. These properties have very low potential for redevelopment. Any redevelopment would result in similar type use and discharges.

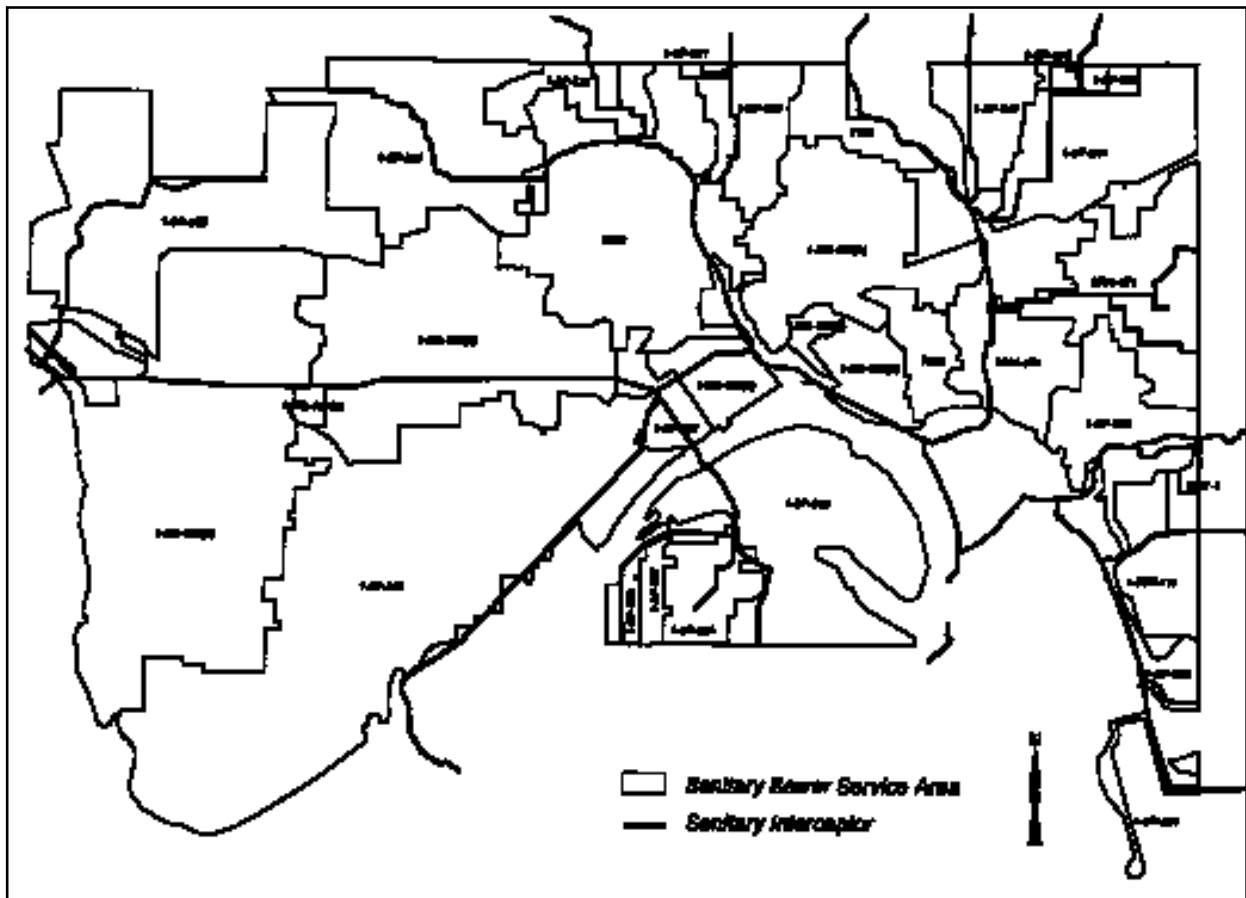
St. Paul does not have intercommunity flow agreements with these communities. The City does have general language in its legislative code referring to intercommunity connections. (Legislative Code Chapters 79 and 80 are included at the end of this appendix). A property owner must obtain approval from both city councils to connect to the other community's sanitary sewer system. The property owner is charged the sewer rates of their own community.

St. Paul Properties with Sanitary Sewer Services Connected to Other Cities

St. Paul Properties					Other Cities				
Address	Permit Number	Receiving Community	Type	Units	Address	Permit Number	Receiving Community	Type	Units
2530 Kasota Ave	A-96674	Minneapolis	Ind		620 Larpeur Ave E	A-86231	Maplewood	SFD	
2565 Kasota Ave	A-97183	Minneapolis	Ind		624 Larpeur Ave E	A-86232	Maplewood	SFD	
2578 Kasota Ave	A-101381	Minneapolis	Com		1520 Larpeur Ave E	A-87233	Maplewood	SFD	
2564 Como Ave	A-66517	Minneapolis	Ind		1970 Larpeur Ave E	A-88622	Maplewood	SFD	
1677 Fernwood St	A-93316	Roseville	SFD		1976 Larpeur Ave E	Ordinance	Maplewood	SFD	
1673 Fernwood St	A-93311	Roseville	SFD		2000 Larpeur Ave E	A-84731	Maplewood	SFD	
1671 Fernwood St	A-89174	Roseville	SFD		2200 Larpeur Ave E	A-102564	Maplewood	Rec	
1659 Fernwood St	A-89376	Roseville	SFD		1045 McKnight Rd S	A-102356	Maplewood	SFD	
1655 Fernwood St	A-90556	Roseville	SFD		2247 Ogden Ct	A-100386	Maplewood	SFD	
1649 Fernwood St	A-91131	Roseville	SFD		1085 McKnight Rd S	A-100672	Maplewood	SFD	
1656 Fernwood St	A-89177	Roseville	SFD		1101 McKnight Rd S	A-100734	Maplewood	SFD	
1660 Fernwood St	A-89176	Roseville	SFD		750 Concord St S	NROC	South St. Paul	SFD	
1664 Fernwood St	A-89096	Roseville	SFD		754 Concord St S	NROC	South St. Paul	SFD	
1670 Fernwood St	A-89499	Roseville	MFD	17	585 Annapolis St E	NROC	South St. Paul	SFD	
118 Larpeur Ave W	A-85702	Maplewood	SFD		577 Annapolis St E	NROC	South St. Paul	SFD	
112 Larpeur Ave W	A-88628	Maplewood	MFD	12	573 Annapolis St E	NROC	South St. Paul	SFD	
104 Larpeur Ave W	A-85749	Maplewood	SFD		565 Annapolis St E	NROC	South St. Paul	SFD	
94 Larpeur Ave W	A-86943	Maplewood	SFD		556 Wyoming St E	NROC	South St. Paul	SFD	
8 Larpeur Ave E	A-91419	Maplewood	SFD		549 Annapolis St E	A-89448	South St. Paul	SFD	
16 Larpeur Ave E	A-85495	Maplewood	SFD		539 Annapolis St E	NROC	South St. Paul	SFD	
20 Larpeur Ave E	A-85496	Maplewood	SFD		535 Annapolis St E	A-91936	South St. Paul	SFD	
1661 Gurney St	A-97447	Maplewood	SFD		435 Wyoming St E	A-83572	West St. Paul	MFD	2
1657 Gurney St	A-90522	Maplewood	SFD		423 Wyoming St E	A-91726	West St. Paul	SFD	
1652 Gurney St	A-89977	Maplewood	SFD		411 Wyoming St E	A-95664	West St. Paul	SFD	
1656 Gurney St	A-90440	Maplewood	SFD		403 Wyoming St E	A-91917	West St. Paul	SFD	
1660 Gurney St	A-88213	Maplewood	SFD		395 Wyoming St E	A-97009	West St. Paul	SFD	
1666 Gurney St	A-88214	Maplewood	SFD		43 Annapolis St E	A-39238	West St. Paul	MFD	2
1672 Gurney St	A-88215	Maplewood	SFD		39 Annapolis St E	A-39256	West St. Paul	MFD	3
1676 Gurney St	A-88898	Maplewood	SFD		253 Annapolis St W	NROC	West St. Paul	SFD	
366 Larpeur Ave E	A-88881	Maplewood	SFD		261 Annapolis St W	R-7072	West St. Paul	SFD	
372 Larpeur Ave E	Ordinance	Maplewood	SFD		267 Annapolis St W	A-88565	West St. Paul	Vac lot	
380 Larpeur Ave E	A-90810	Maplewood	MFD	2	299 Annapolis St W	A-70258	West St. Paul	SFD	
390 Larpeur Ave E	NROC	Maplewood	SFD		305 Annapolis St W	A-75576	West St. Paul	SFD	
396 Larpeur Ave E	R-5515	Maplewood	SFD		313 Annapolis St W	A-54357	West St. Paul	MFD	3
1659 Clark St	A-99782	Maplewood	SFD		315 Annapolis St W	NROC	West St. Paul	SFD	
480 Larpeur Ave E	A-97207	Maplewood	MFD	8	323 Annapolis St W	NROC	West St. Paul	SFD	
1649 DeSoto St	A-98540	Maplewood	SFD		327 Annapolis St W	A-60390	West St. Paul	SFD	
488 Larpeur Ave E	A-97205	Maplewood	MFD	8	337 Annapolis St W	A-96064	West St. Paul	SFD	
500 Larpeur Ave E	A-97206	Maplewood	MFD	8	379 Annapolis St W	A-53068	West St. Paul	Church	
516 Larpeur Ave E	A-89533	Maplewood	SFD		Note: SFD - single family dwelling MFD - multiple family dwelling NROC - no record of connection 2200 Larpeur is a golf course utility building				
522 Larpeur Ave E	A-90262	Maplewood	SFD						
528 Larpeur Ave E	A-90023	Maplewood	SFD						
534 Larpeur Ave E	A-88904	Maplewood	SFD						
540 Larpeur Ave E	NROC	Maplewood	SFD						
546 Larpeur Ave E	A-85665	Maplewood	SFD						
552 Larpeur Ave E	A-85218	Maplewood	SFD						
558 Larpeur Ave E	A-87254	Maplewood	SFD						
564 Larpeur Ave E	A-86749	Maplewood	SFD						
610 Larpeur Ave E	A-88745	Maplewood	MFD	2					

In 1986, the City developed a plan to address Inflow and Infiltration (I/I) as part of the City's Sewer Separation Program and NPDES(National Pollutant Discharge Elimination System) Permit from the Minnesota Pollution Control Agency. The primary goal was to identify and to remove inflow sources, such as connected rainleaders, area drains and catch basins from the City's sanitary sewer system. The City Council adopted the Public Works' Rainleader Disconnect Plan in February of 1986. Under this plan, a voluntary rainleader disconnection program was conducted in 1986 and 1987. This program emphasized providing public information, technical advice and a rebate offer. The Rainleader Disconnection Ordinance became effective at the end of 1987. The City continues to enforce this ordinance.

Figure FF
**Sanitary Sewer
Interceptor Service Areas**

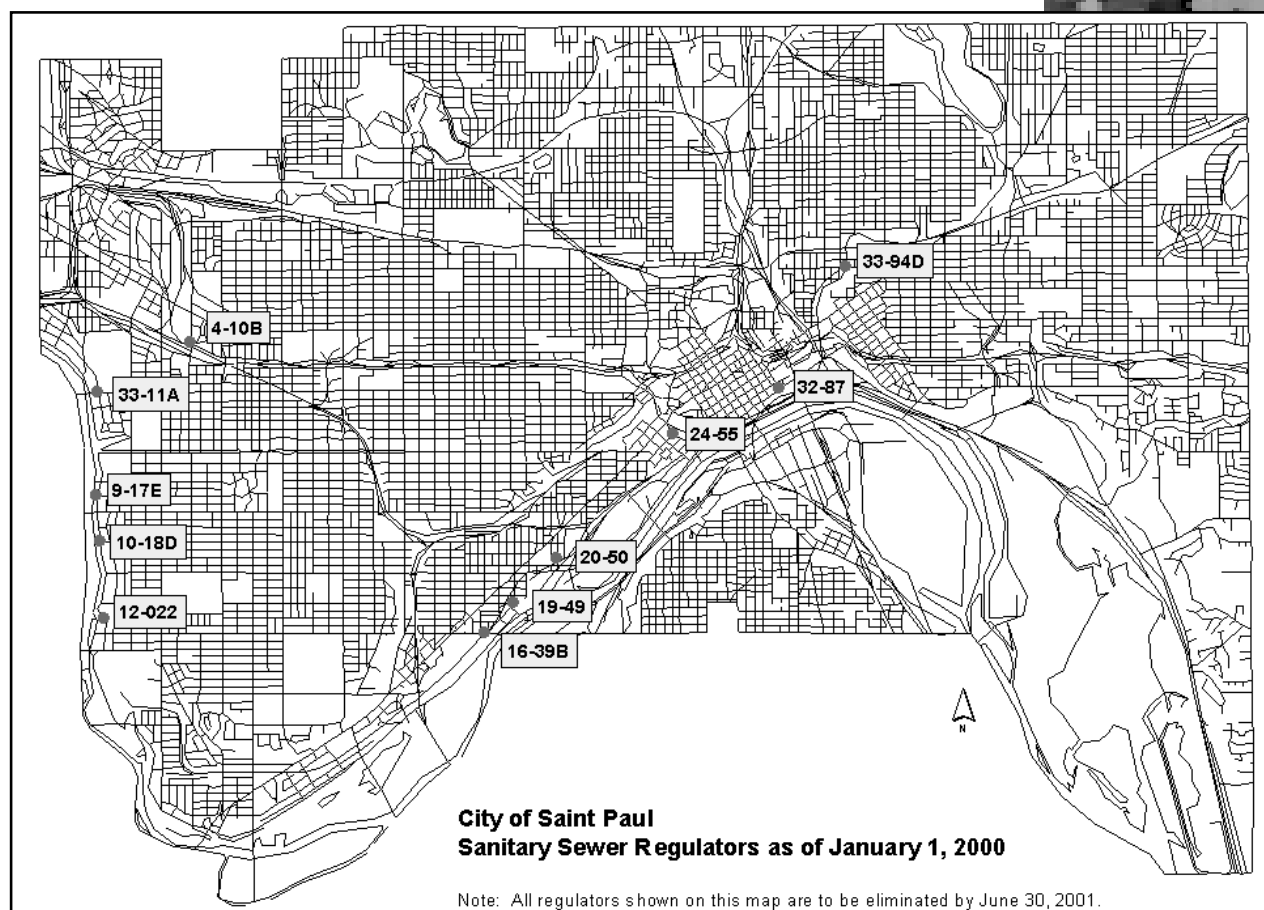


Accomplishments of Inflow/Infiltration Program

- ◆ 300 alley catch basins and 298 street catch basins located in the public rightofway were disconnected from the City's Sanitary Sewer System
- ◆ 99% of Saint Paul's commercial properties disconnected rainleaders and area drains
- ◆ 99% of Saint Paul's residential properties disconnected rainleaders
- ◆ 245 regulators were removed from the City's sewer system

Continuing efforts of the the City's I/I program include enforcement of the Rainleader Disconnect Ordinance and elimination of all regulators from the City's Sanitary Sewer System by June 30, 2001, as detailed in the City's current NPDES permit. The City is also addressing I/I through the City's Sewer Rehabilitation Plan which proposes spending \$5,300,000 annually over the next 20 years, beginning in 1998. As the sewer system is videotaped and inspected, sources of inflow and infiltration will be identified. These areas will then be prioritized into projects with corrective action including replacement, pipe lining and joint sealing.

Figure GC
Sanitary Sewer
Regulators



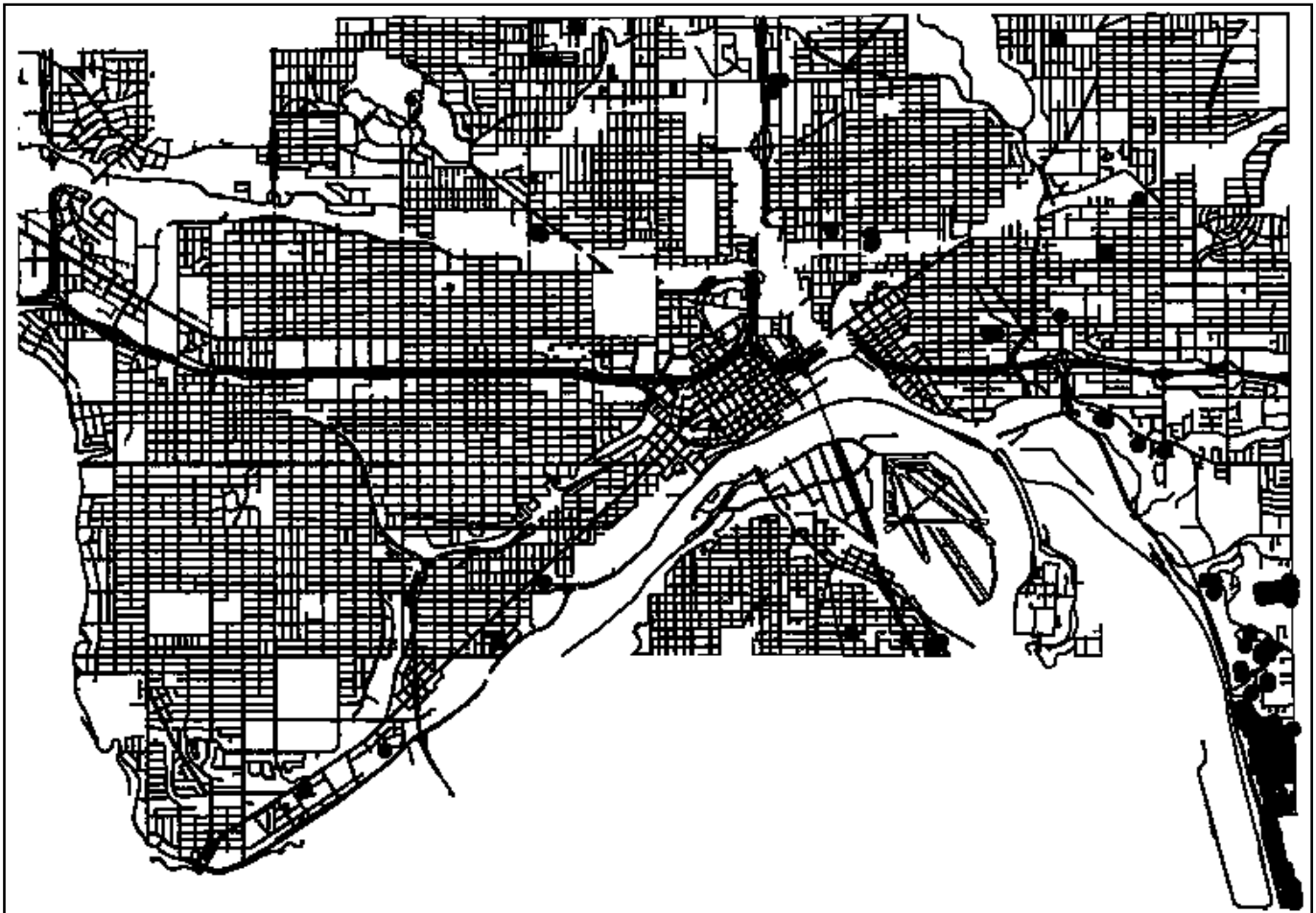
Onsite Wastewater Disposal Facilities

General

Within the City of Saint Paul, there are approximately 200 homes utilizing individual onsite facilities for disposal of their wastewater. Figure HH shows the locations of the existing septic systems within the City of Saint Paul. The greatest concentration of individual sewage treatment systems is in the South Highwood area. Much of this area is not currently served by public sanitary sewer facilities.

The City of Saint Paul permits the building and usage of individual sewage treatment systems in areas of the city that are not served by public sewer or are unable to connect to an existing sewer system. The City's management program for onsite sewage treatment includes provisions for the regulation and monitoring of all individual sewage treatment systems. The maintenance, design, construction and location of septic systems are required to conform with Minnesota Pollution Control Agency Minnesota Rules 7080, Minnesota State Building Code, Minnesota Plumbing Code and Minnesota Water Well Construction Code.

Figure HH
**Onsite Wastewater
Disposal Facilities Map**



Onsite System Management

City of Saint Paul ordinances regulate the installation of new onsite systems as well as the maintenance and reviews of existing systems. A permit issued by a City License, Inspections and Environmental Protection official must be attained prior to any new installation, alteration, repair or extension of any sewage treatment system. The Saint Paul management and control program implements the current Minnesota Pollution Control Agency (MPCA) standards and includes:

- ◆ inspection of new systems
- ◆ inspection and maintenance of existing systems
- ◆ correction of nonconforming systems
- ◆ testing of water supply wells.

Inspection of New Systems

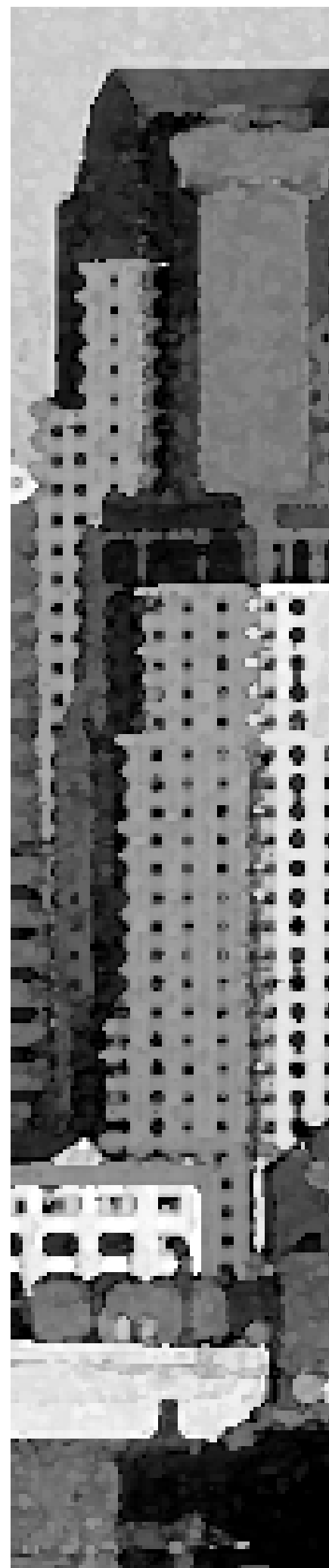
New individual sewage treatment systems require a construction permit issued by the City's building official. The building official is responsible for administration and enforcement of the design, construction and installation provisions of the City ordinances relating to septic systems. New treatment systems are permitted only where sewer service is not available to the property owner. The permit application must include the identification and location of various physical features and characteristics, ground slope, details of the proposed installation, soil and percolation test data, location of an alternate site and a site evaluation as well as evidence of compliance with all state and other jurisdiction regulations, including Minnesota Rules 7080. Permit applications are evaluated by LIEP officials to determine compliance with all the above stated regulations. No alternative or experimental systems are allowed.

Inspection and Maintenance of Existing Systems

Existing systems must be inspected and maintenance reviews conducted at least once every 2 years by a MPCA certified inspector or pumper. Each septic tank must be maintained in proper operating conditions at all times. Septic tanks are required to be pumped as inspection indicates or at least once every 2 years. Septic tank pumping must be performed by a MPCA licensed pumper and must be reported to City officials. City officials manage the maintenance of all septic systems; monitoring and filing the inspection reports, and see that the necessary pumping is performed.

Correction of Nonconforming Systems

Those systems not found to be in compliance with the provisions indicated in the City ordinance must be modified and brought into compliance within 10 months with the exception of those built between May 27, 1989 and January 23, 1996 which are allowed 5 years. If the system is an eminent health threat, corrections must be made within 90 days. Seepage pits,



cesspools or leaching pits are considered to be failing systems and must be upgraded, replaced, or the use of these systems discontinued within 10 months of notice of noncompliance.

Testing of Water Supply Wells

Water supply wells located on properties with individual sewage treatment systems must be tested for coliform bacteria and nitrate every 2 years. The property owners are notified every 2 years requesting that these tests be performed and the results submitted to the LIEP Office.

Record Keeping

The Office of License, Inspections, and Environmental Protection maintains the records pertaining to individual treatment systems. The records maintained include the following:

- ◆ A list of all active septic systems.
- ◆ Permit applications for new systems.
- ◆ Inspection and maintenance reports, performed and recorded by a licensed inspector and submitted by the property owner. This report includes a location map of the septic system, well and building structure.
- ◆ Test reports of private water supply wells.
- ◆ Pumping reports periodically submitted by a licensed pumper or the property owner.

The property owners with septic systems are notified by letter every 2 years requesting submittal of maintenance reviews. Maintenance reviews must be completed by individuals licensed by the MPCA. The results of this review can be used to determine whether the property owner is issued a correction notice. Records of these reviews have been maintained by the Office of Licenses, Inspection, and Environmental Protection over the last five years. Property owners failing to submit these reviews are issued citations and are subject to fines.

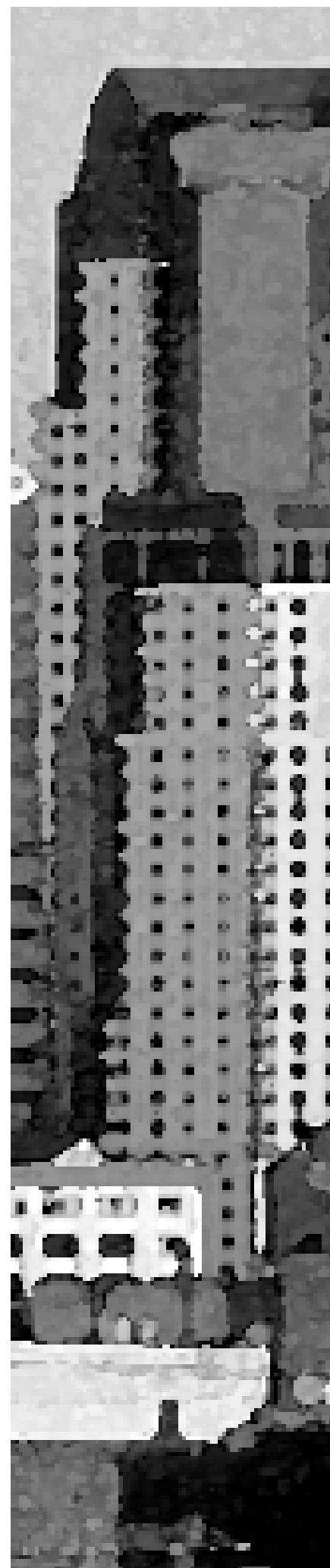
Enforcement

The Office of License, Inspections, and Environmental Protection enforces the provisions outlined above of the recently amended Saint Paul Legislative Code, Chapter 50, regulating the installation and maintenance reviews of individual treatment systems. A copy of this ordinance is included on page #. The building official has the authority to inspect and review all individual treatment systems. This official may

- ◆ issue orders to revoke or suspend permits where work is not performed in compliance with the provisions of this chapter,
- ◆ require property owners to stop use of a system that is operating in a manner creating a hazard to the public health, safety or welfare,
- ◆ condemn a dwelling that is a hazard to the public or the dwelling occupants, and

- ◆ require correction of any defective system.

The City will consider variances to this code if there is undue hardship on the property owner, as long as there is no threat to public health, safety or welfare.



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